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ABSTRACT

The purpose of this experimental and demonstration project was to provide work experience to unemployed, low-income clients to improve their employability so they can be moved into permanent, unsubsidized employment. Changes of attitudes and motivations as a result of project experience were studied. Study findings indicated that the post-project group differed only slightly from the pre-project group on attitude and motivation toward the world of work, with the post-project group displaying a somewhat more intense psychological orientation toward work. Analysis was made of those completing the project and those who terminated. Completers had far fewer characteristics associated with hard-core unemployed, had better mental orientation and attitudes, had greater satisfaction with their jobs, their work site supervisor, and with the Employment Service staff, and were judged as having made greater improvement in skills. Both completers and terminators were dissatisfied with the quality, lack of skill improvement, and career opportunity of "work experience" slots. Staff perceptions of the project were positive and weaknesses mentioned were readily correctable. (SC)

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Final Report

Study of the Vermont Manpower Experimental and Demonstration Program

DEPARTMENT OF EMPLOYMENT SECURITY
STATE OF VERMONT

Montpelier, Vermont

Contract Number 82-48-70-30

CE 000 496

October 10, 1973

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October 10, 1973

Mr. John M. White, Director
Department of Employment Security
State of Vermont
P. O. Box 488
Montpelier, Vermont 05602

Dear Mr. White:

We are pleased to submit our final report for the Vermont Manpower Experimental and Demonstration Project.

This study is based on a systematic survey of a statistical sample of participants in the E&D project and a comparable group of eligibles. Findings and conclusions about project impact on client attitudes, employability, and project outcomes were derived from an analysis of survey responses and project data. The study also included an analysis of E&D project operations, including the effectiveness of interagency arrangements for service integration.

The findings, conclusions, and recommendations in this report are aimed at providing constructive guidelines for improving manpower and work experience projects. In this regard, our evaluation has shown that the E&D project has had some positive effect on the attitudes and employability of its participants. At the same time, improvements are needed in several aspects of project design and operations if the "work experience" offered by the project is to have maximum impact and benefit to participants. In our recommendations, we have highlighted the major improvements required to make the project more successful. We hope our study provides useful guidance in making these improvements.

We would like to acknowledge the excellent cooperation and support we received from all agencies and persons who participated in the evaluation. Special acknowledgement is due to you, members of your staff, particularly John Cashman, Margaret Trautz, Stephen Green and to Tom Bruening and Joseph Seiler of the Department of Labor, Office of Program Evaluation and Research. Also, the intended beneficiaries of the E&D project, the pre- and post-project clients whom we interviewed, are owed an expression of gratitude. They willingly provided information about themselves and their families in the hope of improving the E&D program and providing themselves and others with better opportunities for meaningful work and self-sufficiency. We hope their expectations will be met.

Very truly yours,

Booz, Allen & Hamilton

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I. SUMMARY AND CONCLUSIONS

This chapter presents a summary and consolidation of the detailed findings presented in:

- Chapter IV--Study Findings from the Client-Oriented Survey
- Chapter V--Study Findings from the "Operations Analysis" Survey

Readers are urged to turn to the appropriate sections of these two chapters for more details on subjects they find of special interest.

The primary purpose of the E&D project is to provide "work experience" to unemployed, low-income clients so that they can improve their employability and be moved into permanent, unsubsidized employment. Negative attitudes and weak motivations toward work can be barriers to achieving this goal, however. This research study took up the question of how attitudes and motivations changed as a result of project experience and how clients' attitudes and motivations and client-staff relationships were related to project outcomes.

To answer the above question, the following two research hypotheses were examined:

- E&D clients' attitudes and motivations will show a more positive orientation toward work after participation in the E&D project.
- Clients with positive attitudes and motivations will have more successful project outcomes, i.e., completion, than those with less positive attitudes.

The preferred design for testing the first hypothesis is the traditional longitudinal before/after study.

Unfortunately, this study was conceived after the E&D project was underway, and no pre-program or baseline data on clients' attitudes and motivations toward work before they entered the E&D project were collected. Consequently, a quasi-experimental or "simulated" longitudinal design had to be used, where a client group that had been through the program (post-project group) and a group of eligible, but not yet enrolled, persons (pre-project group) were compared.

Attitudes of the pre-project clients were assumed to represent the before program entry attitudes of the post-project group. Attitudes of the post-project group represented after program measure.* Comparison of the before and after measures were then used to measure program impact in terms of changing clients' attitudes and motivations toward work.**

A. FINDINGS FROM COMPARISON OF PRE- AND POST-PROJECT CLIENTS

Comparison of pre- and post-project clients' attitudes and motivation toward the world of work showed that:

- Both groups scored similarly on a semantic differential for the concept of work and showed high, positive evaluation of work.
- Both groups have similar attitudes toward money, work, and the work ethic.
- Both groups have similar motivation toward work, except the post-project clients are more strongly oriented toward money.
- Post-project clients have a slightly more negative valuation of welfare.
- Post-project clients have higher income aspirations and expectations.

---

*The two groups were statistically compared on 16 sociodemographic variables, e.g., sex, age, education, work history, and welfare history, to determine their similarity. Overall, there was sufficient similarity to support the assumption that both came from the same population and could therefore be used in a before/after comparison.

**A combination of specially designed and standard work orientation attitude and motivation scales were used in these comparisons.

- Post-project clients are more willing to work overtime or relocate in order to find a job.
- On a standard Occupational Value Scale, pre- and post-project groups express as much positive motivation toward work as a national sample of middle-class respondents (except in the area of peer competition).

These findings show that, although both groups are similar in the *kinds* of motivation they report, the post-project group displayed a somewhat more *intense* psychological orientation toward work. Some differences in attitudes and motivations that emerged are:

- Post-project clients have slightly higher levels of motivation toward work.
- Post-project clients have slightly higher aspirations and expectations.

These differences represent a small but observable positive impact of the E&D/SWP project in terms of having improved client motiation and raised client aspirations and expectations.*

---

*These findings are influenced by limitations of the simulated longitudinal design and by existing tools for measuring attitudes and motivations toward work. In addition to design limitations, inferences on the extent and degree of change between pre- and post-project groups must be cautiously weighed because of the small sample sizes. A surprising finding from this study is that both groups of clients display normative scores on motivation when compared with data on a national sample of the work force. A fuller discussion of data in Chapter IV B shows that the last project group displayed a more work-oriented psychological profile than the pre-project group.

Equally interesting is the fact that both pre- and post-project clients scored on most items as high on a standard occupational aspiration/motivation scale as a national sample of middle-class persons. The single exception was on an item dealing with motivation toward competition with peers. Here, both pre- and post-project groups scored markedly lower than the national sample, indicating lower willingness to compete with others in a work environment.*

Also noteworthy on the scale item, "Success in an occupation is mainly a matter of hard work," the post-project group scored lower than the pre-project group, indicating a decline in the post-project group's work motivation. Overall, however, the Occupational Value Scale shows that the pre- and post-project groups' motivation to work closely parallels that of middle-class respondents.

---

*This conclusion is based on a single scale item and thus is weakly supported by study data. Study evidence to support this sort of conclusion, however, is found in Leonard Goodwin's Do the Poor Want to Work? (Wash., D. C., Brooking Institution 1972). Goodwin found no differences between welfare recipients and middle-class respondents in desire to work but did find the desire to compete strongly related to prior encounters in the world of work. Where life experience included repeated failures, as was the case for most welfare recipients, willingness to try again was correspondingly low.

In summary, study findings indicate that the post-project group differs only slightly from the pre-project group on attitude and motivation toward the world of work. This seems to indicate that the E&D project has produced slight but not marked improvement in client attitudes and motivations toward work.

B. FINDINGS FROM AN ANALYSIS OF POST-PROJECT CLIENT CHARACTERISTICS, PROJECT EXPERIENCE, AND PROJECT OUTCOME DETERMINANTS

This study also compared the following three subgroups of the 130 post-project clients:

- Fifty Terminators Without Good Cause--Clients who failed to complete the project for "bad" reasons, e.g., were fired by employers (Terminators A)
- Thirty Terminators With Good Cause--Clients who failed to complete for "good" reasons, e.g., became pregnant, went to school (Terminators B)
- Fifty Completers-- Clients who successfully completed their E&D slot experience (Completers)

The purpose of comparing these three groups was to identify what characteristics differentiated those who successfully completed the program from those who failed or dropped out. Successful completion was defined as completing the contract period of "work experience" in the subsidized job slot.

Analysis of sociodemographic characteristics showed that the three groups were highly similar in terms of:

- Sex
- Marital status
- Age
- Race
- Education
- Head of household
- Income

Further analysis was conducted to identify the client and "project experience" variables, which were the major determinants of project outcomes. In terms of client variables, the following differentiated successful Completers from Terminators (A and B):

- Better work histories
    - Almost 82% of Completers had been employed in the last 12 months prior to the E&D participation.
    - Completers have more job stability; 58% of Completers had only one job in the last 12 months.
    - Completers have higher pay in their highest paid job. Only 68% of Completers earned less than $2 per hour.
- Less welfare dependence
    - Only 63% of Completers were on welfare prior to E&D participation, compared with 83% of Terminators A ("without good cause") and 72% of Terminators B ("with good cause").

- Fewer barriers to employment
    - Only 44% of Completers had two barriers, compared with 57% and 56% for Terminators A and B, respectively.
    - A little over one-third of Terminators cited health, transportation, and family problems as reasons for termination.
- Better attitude and motivation toward work
    - More Completers than Terminators were willing to relocate for a job.
    - More Completers were willing to work at an undesirable job paying the same as welfare than remain on welfare.
    - More Completers saw work as more enjoyable than spare-time activities.
    - Completers had a more positive orientation toward work, as indicated by the semantic differential.
    - Completers were more achievement-oriented on an attitude-motivation scale.
- Better expectations and an optimistic orientation toward the world
    - Almost 96% of Completers expected to be earning more than $100 per week, compared with 75% and 80% of Terminators A and B, respectively.
    - Completers were more optimistic, as measured by the Srole Scale.

These distinctions between Completers and Terminators seem to strongly corroborate the fact that they are two clearly distinct groups. First, in terms of work and welfare history and barriers to employment, the differences between Completers and Terminators seem to indicate that Terminators represent the "hard-core," "multiple-problem" unemployed. Completers, on the other hand, had far fewer of the characteristics associated with the hard-core unemployed.

Paralleling distinctions in work and welfare histories between Completers and Terminators are major differences in attitudes, motivations, and expectations. For example, Completers had both substantially higher levels of expectations and more optimistic world views than Terminators. Similarly, their attitudes and motivations toward work were much better than those of Terminators. Thus Completers came to SWP with better background characteristics and also with better mental orientation and attitudes.

Thus Completers seem to be clients who are success prone; they possess, to start with, logical prerequisites of success, e.g., fewer employment barriers and better attitudes. Conversely, Terminators lack many of these characteristics, and the SWP experience does not appear to have been very successful in overcoming this lack.

From these findings, it appears that the E&D/SWP project has good outcomes with clients who have self-induced motivation to work and fewer "objective" barriers to employment, e.g., transportation, health, and family problems. Conversely, the project is significantly less successful with clients who have severe motivational and multiple "objective" barriers to employment. For these clients, who probably fit the label of the "hard-core" unemployed, the SWP project appears unable to significantly improve their attitudes or motivation to work or to adequately remove other barriers to permit them to successfully complete their "work experience."

In addition to client-related variables, another set of variables was examined to determine their influence on project outcomes. This set consisted of client-staff relationships or "project experience" variables, which included each post-project client's perceptions of:

- E&D staff, including counselor, coach, and manpower specialist
- SWP work site supervisor
- SWP work site, including selected work site conditions

Results from analysis of these data showed that Completers were most sharply differentiated from Terminators in terms of the following "project experience" variables:

- Satisfaction with SWP job
- Satisfaction with work site supervisor
- Satisfaction with Employment Service staff

Statistical correlation analysis was used to determine which of all the differentiating variables between Completers and Terminators had the strongest relationship with project outcomes. This showed that the strongest correlates of project success and failure were:

Client Variables

- Client's employment status in 12 months prior to SWP (r=0.39)

- Number of barriers client had prior to SWP (r=0.28)

- Client's willingness to take secure, low-paying job over higher paying job with high risk of losing (r=0.59)

Project Experience Variables

- Client's satisfaction with:

  - SWP job (r=0.67)
  - FAP staff (r=0.65)

  - SWP job supervisor (r=0.62)
  - FAP staff understanding of his problem (r=0.44)

- Client's making positive attitude change as perceived by FAP counselor (r=0.90)

Of the above variables, only one--client's employment status prior to SWP--is beyond the power of SWP to modify. The remaining variables all fall within the span of influence of SWP. Hence, these variables represent levers that can be pressed to lift the project to higher levels of performance and success.

Also, from the above findings, one can conclude that one way the E&D project can improve its success rate is to systematically screen potential clients and enroll only those who have the requisite success-prone attributes, such as:

- Good prior work history
- Limited periods on welfare
- Few barriers to employment
- Better attitudes and motivations toward work

By enrolling only clients who score above the minimum threshold (defined in a relative manner) in the above areas, the E&D project could significantly raise its completion and, probably, permanent placement rates. For clients who fall below these thresholds, i.e., most Terminators, it is difficult to determine what can be done for them to increase their chances for greater completion and placement rates. Some clues as to what could be done emerge from the findings on client and staff interviews, which indicate that the following changes should be implemented:

- Special training for work site supervisors in handling E&D clients. They frequently reported not being able to deal with the client's family and personal problems.
- More attention by FAP staff to these problems while the client is on the work site.
- More attractive work sites. Clients frequently criticized the inadequacies of work sites in terms of skill improvement and career opportunities, working conditions, pay, and other work site characteristics.*
- More sensitive attitude and motivation assessment scales to enable E&D staff to better identify and resolve problems and possibly screen-out for special service those with very severe barriers and problems.

Instituting some or all of the above changes might result in better success rates for clients who now become Terminators.

---

*The E&D project is limited to working with the nonprofit sector in developing job slots. This constrains the type of work sites that can be developed. The nature of the work site, however, is obviously a critical variable in client change and project outcomes and should be thoroughly researched.

C. EMPLOYABILITY IMPROVEMENT

In addition to improved client attitudes and motivation toward work, another desired outcome was to upgrade, through E&D participation, client employability in the following areas:

- Skill improvement*
- Employment barrier removal or amelioration

Data are available only for all post-project clients, and these were analyzed in terms of differences between project Completers and Terminators. The results of this analysis showed that:

- Completers consistently were judged by E&D staff and work site supervisors as having made greater improvement in skills.**
- Completers and Terminators were dissatisfied with the quality, lack of skill improvement, and career opportunity of "work experience" slots.

---

*Skill improvement may be viewed in terms of two components: vocational skills; and work habits, e.g., punctuality, reliability, and cooperativeness. During the first year of operation of the E&D program, skill improvement, in the classical sense, was not a basic goal of the Special Works Program. MDTA and OJT are skill improvement programs. SWP is a "work experience" program. If a person needed only skill training to make him employable, he would have been routed to MDTA Institutional or OJT rather than the Special Works Program. The E&D staff, however, did try to build-in skill improvement components whenever possible, although such opportunities were limited due to the restriction to nonprofit employers.

**See Table 71.

Skill improvement was measured through subjective assessment by E&D staff and clients and not through any objective improvement test. Despite this limitation, the results still indicate that more attention needs to be directed toward:

- Improving work sites to enable more work-habit improvement to occur
- Insuring that Terminators experience more good habit acquisition and improvement regardless of project oucome

The data in this report (Tables 77 and 78) indicate that the delivery of services for barrier removal is not completely effective. This partial ineffectiveness is demonstrated by the findings that:

- Of Completers, 70% are provided with services for what they as clients perceive as their most important barrier
- By contrast, 50% of the same Completers group say they received help for this barrier

Although the 20% difference represents a small number of cases and is subject to sampling fluctuation, the finding does indicate a lack of effective service delivery.

Since about half of all post-project clients say they receive help and the other half say they receive no help for their most important barrier (Table 77), the following can be said:

- Services are actually provided to better than half of clients for their "most important" barrier.
- In some cases, even though services are provided, they have little impact on barrier removal.
- Some important barriers are not being met with services.

In contrast with client perceptions, the record on services provided indicates that the E&D project provided services for the "most" important barrier to 50% of Terminators and 70% of Completers. (Table 78)*.

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*Whether these rates are "high" or "low" or "average" is really a question of relative values. To a manpower program analyst a rate of .5 may be very high, considering the record of some other programs. However, to someone else, say one of the 50% of the clients in termination groups whose employment barrier was not removed, a .5 rate is relatively low. As a professional consulting firm we hesitate to take an advocate's role by stating that a certain rate is a so-called "good" one, as if one were evaluating a single batting average against the rest of the league. At the same time, our original proposal pointed out that one of the functions of the E&D project is to "Refine operating procedures, with particular emphasis on inter-agency relationships" (BAH proposal to Department of Employment Security, 2/14/72, pg. 13). Consequently, some focus in this summary is directed to those areas where the project was less successful. By focus on the ineffectiveness of service delivery (even though the project provided service to 50% of Terminators and 70% of Completers), we are pursuing our mandate to show some procedures that need the refinement cited in the proposal.

Since barrier removal is central to the delivery of services, more attention should be paid to precisely how the client sees his chief barrier, both prior to enrollment and periodically in the course of participation.

In addition, a series of findings (Table 78) show that the E&D service delivery system is strong in some service provision, e.g., child care, job experience, and weak in other areas, e.g., health, family problems.

Additional findings (Tables 80 and 81), which compare services delivered to reason for program termination, indicate that, for some Terminators, services are provided but are not removing the barriers that cause eventual departure from the program. The problem seems to be not that services are lacking but that they are not effective in barrier removal. In regard to service planning, the findings indicate an accurate match between provision and service provision for barriers like:

- Transportation
- Child care
- Lack of work orientation

and inadequate provision in areas of:

- Lack of education
- Alcoholism
- Family problems

D. ANALYSIS OF STAFF PERCEPTIONS OF THE E&D PROJECT

A second purpose of the study was to survey staff perceptions of the strengths and weaknesses of the E&D project. The findings from this survey included the following:

E&D Program Goals

- E&D/SWP program goals are adequately understood by a majority of agency staff and employers, but improvement is possible.
- Staff perceive unique features, such as service intensity, but did not identify its subsidized work experience as a unique feature.

Program Administration

- E&D staff have a good grasp of local office objectives, procedures, and individual duties.
- E&D staff feel that the project is well run, and that the research component does not interfere with effective operations.
- E&D staff strongly approve of flexible client entry criteria.
- E&D staff admit that these criteria permit "creaming."
- E&D staff are satisfied with the resources and services available. (Emergency services, however, were viewed to be deficient in supply, availability, and efficient method of delivery.)

Service Integration

- Although formal interagency agreements exist, services are often delivered through informal channels.
- E&D and other agency staff feel there is insufficient information exchanged for efficient service delivery and insufficient lead time.

Program Evaluation

- E&D program is compared favorably with other manpower programs.
- E&D program is evaluated as superior to others in all areas except skill training.
- E&D program is well-suited to needs of hard-core unemployed (out of the currently available program).
- Some weaknesses of the SWP effort are:
    - Failure, at least in the first year of operation, to obtain hiring commitments from SWP employers
    - Inadequate match, especially for Terminators, between what client perceives as "most important" barrier and actual service provision

Employer Relations

- Employers were generally satisfied with the program.
- Contracting was viewed as not burdensome.

- Some employers complained that counseling on personal problems given to clients by DES staff was inadequate.

Recommendations (for operational program based on the E&D experience)

- A clear program design with specific and measurable goals should be developed and maintained.
- The experience of the E&D project on who is best suited for work experience should be used to develop detailed client enrollment criteria.
- E&D experience should be used to develop an employment potential inventory by which clients can be systematically classified according to severity of barriers and potential for employment.
- The E&D experience should be used to construct a job readiness scale by which clients can be classified according to job readiness, and services should then be provided according to their position on this scale.
- Services should be grouped into those required to sustain or strengthen (maintenance services) a client's status (health, housing, family counseling) and those to develop (developmental services) a client's employability (job counseling, training, placement).
- A client's employability development and service plan should include an indication of which services are provided for maintenance, and which are developmental.
- The program design of an operational program based on E&D should reflect the different needs and job-readiness status of clients.

- A hiring commitment should be part of initial SWP contract. This would insure that clients have jobs to go to after finishing their work experience and provide them with a visible, concrete goal to work toward.

- The SWP program should be extended to the private sector in order to increase job and career opportunities.

- Service integration should be improved through:

    - Collocation of staff

    - Improved administrative procedures

    - Establishment of servic priorities for E&D clients

    - Establishment of clear agency responsibility for providing maintenance and developmental services

- SWP slots should be substantially upgraded in terms of wages and skill-learning opportunities.

- In an operational program, care should be taken not to exceed current optimal staff/client case loads found in SWP.

The findings from the survey of staff show that E&D staff, other agency staff, and employers feel that the SWP project is successful and of considerable benefit to clients and employers. Most of the administrative and other internal weaknesses of the E&D project seem readily correctable through improved management and operational controls. For example, the low level of effective service integration is correctable through improved administrative procedures and project client management. Such administrative remedies are not appropriate to the external weaknesses of the E&D project, however. Correction of external weaknesses, such as the lack of extension to the private sector, requires major policy and program changes, which fall outside the project's purview. Nevertheless, they should be considered if the E&D project experience is to be used to develop an operational program.

The preceding pages have summarized out study findings and recommendations. Based upon these, our overall assessment of the E&D project is that it is playing an important role in developing improved manpower programs. Specifically:

- Through its demonstration and research aspects, it is providing manpower program administrators with valuable information on the feasibility and effectiveness of a novel manpower program strategy and design.
- Through the field test of the integrated services and subsidized work experience components, it is identifying the strengths and deficiencies in these new program thrusts.
- Through these two components, the project provides (although to a small number of participants) much-needed work experience and support services. These services should help these low-income, unemployed participants find the permanent work that our study showed they so strongly desire.

Notwithstanding these positive features, the E&D project has several weaknesses that have to be corrected before it can be expanded into an effective operational program. The study findings summarized on the preceding pages have highlighted these deficiencies. In addition, recommendations for improvement have been presented. Thus, the operating experience gained in the E&D project, plus the research findings that it has spun-off, provide a valuable base of knowledge and experience from which more effective manpower programs can be designed.

Notwithstanding these positive features, the E&D project has several weaknesses that have to be corrected before it can be expanded into an effective operational program. The study findings summarized on the preceding pages have highlighted these deficiencies. In addition, recommendations for improvement have been presented. Thus, the operating experience gained in the E&D project, plus the research findings that it has spun-off, provide a valuable base of knowledge and experience from which more effective manpower programs can be designed.

II. PROJECT BACKGROUND AND STUDY OBJECTIVES

A. BACKGROUND TO THE VERMONT MANPOWER EXPERIMENTAL DEMONSTRATION PROGRAM

For some years now, manpower programs have been proposed as a technique for increasing the earnings of the poor and, more recently, helping employable welfare recipients return to the world of work. This strategy is reflected in a series of experimental and demonstration programs, sponsored by both the Department of Labor and the Department of Health, Education, and Welfare. The common intent of these programs is to link innovative manpower programs to welfare reform programs in the hope of reducing the number of families who, through lack of work-generated income, are forced onto the welfare rolls.

The Vermont Manpower Experimental and Demonstration (E&D) Program funded by the Manpower Administration of the Department of Labor is part of this series of experimental projects. This section provides an overview of the background, purpose, and operations of the Vermont E&D project.

1. THE VERMONT E&D MANPOWER PROJECT IS PART OF THE LARGER VERMONT FAP DEMONSTRATION PROGRAM

In early 1970 the Department of Health, Education, and Welfare, in conjunction with the Department of Labor and the Office of Economic Opportunity, decided to establish the VERMONT FAP DEMONSTRATION PROGRAM which was to test the feasibility of implementing President Nixon's Family Assistance Plan (FAP). As originally designed, the program was to have the following components:

- FAP Planning and Coordination Unit (DHEW)
- Comprehensive Social Services Unit (DHEW)
- Comprehensive Day Care (Office of Economic Opportunity)
- Health and Medical Services (DVR)
- Income Maintenance Program
- Manpower Component (Department of Labor)

As this proposed experimental program was being considered at the State level within Vermont, Congress made clear that it would not pass enabling legislation for FAP. Therefore, a modified family assistance program, not including income maintenance, was developed at the State level within Vermont.

On July 1, 1970, the Department of Labor funded the Vermont Department of Employment Security to operate a Manpower Experimental and Demonstration Project to explore the feasibility and value of alternative approaches and procedures for conducting Special Work Projects for the unemployed and upgrading training for the working poor.* These projects were intended to develop guidelines and knowledge required to facilitate and make more effective national implementation and rapid expansion of manpower projects aimed at enhancing the employability of heads (and other members) of low-income families.

As a result, the FAP demonstration program in Vermont then consisted of:

- The Vermont E&D project funded by the Department of Labor, run by the Vermont Department of Employment Security, and providing subsidized public service employment to low-income (welfare and unemployed) heads of families

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*The E&D project consists of two components. The Special Works Program (SWP) provides subsidized public service jobs to unemployed clients. The Upgrading Program (UP) provides skill upgrading training for low-income employed persons. This study is only concerned with the SWP component of E&D.

- The FAP Demonstration Project funded by DHEW to provide "integrated" social services to clients participating in the project and consisting of four separate units:
  - FAP Planning and Coordination Unit
  - Social Services Delivery Project (Department of Social Welfare)
  - FAP-Vocational Rehabilitation Unit
  - Office of Economic Opportunity through 4C Committees*

Beginning in Fiscal Year 1972, the E&D project was operated on a Statewide basis, thus extending the change for "work experience" to a larger portion of Vermont's employable welfare clients and low-income unemployed persons. Also in that year the Department of Employment Security meshed the Vermont E&D

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*The child care component was funded on a Statewide basis from the outset and operated by the Office of Economic Opportunity through local 4C Committees. In 1972 this function was transferred to the Office of Child Development. The other three units have been funded for operation in Chittenden and Lamoille Counties only.

project with the existing WIN program, which produced two important results:*

- E&D clients could now obtain greatly intensified supportive social services from the WIN system.
- WIN welfare clients could now be placed into subsidized public service jobs (SWP slots) rather than being kept in "job holding" status.

In sum, although the Vermont Department of Employment Security E&D project began as part of the overall FAP demonstration designed to test the feasibility of FAP, and then H. R. 1, its current purpose is to test out a new manpower strategy for low-income families.

2. THE PRIMARY OBJECTIVE OF THE E&D PROJECT IS TO TEST THE EFFECTIVENESS OF USING SUBSIDIZED PUBLIC SERVICE EMPLOYMENT FOR LOW-INCOME PERSONS AS A VEHICLE TO MOVE THEM INTO PERMANENT NONSUBSIDIZED EMPLOYMENT

The stated general purpose of the Special Works Program (SWP) component of the E&D project is to:

- Explore the feasibility of conducting special works projects for the unemployed as a means for enhancing the employability of heads and other members of low-income families

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*This meshing was done because FAP Legislation (16311) has been abandoned; the legislation then being considered was H. R. 1, which made provision for an Opportunity for Families Program (OFM) to be conducted by the Department of Labor. The meshed WIN/E&D effort by the Vermont Department of Employment Security was an effort to replicate the OFP provisions of H. R. 1.

- Assist clients in acquiring necessary habits, attitudes, and work skills, thereby increasing their employability, by providing temporary "work experience"
- Assist clients in obtaining nonsubsidized permanent employment, thereby enabling self-support

3. THE VERMONT E&D PROJECT PROVIDES "WORK EXPERIENCE" NOT SKILL TRAINING

The Vermont E&D project is designed to provide enrollees with "work experience." Essentially, this consists of determining the employability of a client, locating an appropriate job slot for him, and placing him in it.

SWP job slots are produced through E&D contracts* with nonprofit private or public agencies who agree to "hire" E&D clients for specified time periods. Clients placed in SWP slots are paid regular wages by the employer, who is reimbursed for them by the E&D project. The time the client spends in the job constitutes his "work experience."*

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*The Manpower Specialist is the E&D staff person responsible for negotiating these contracts. Initially, such contracts were developed with a "slot pool" approach, whereby employers contracted to provide batches of job slots. Due to poor client completion rates and employer dissatisfaction, the "slot pool" approach has been changed to the "individualized" slot development approach in which the specific characteristics and problems of the client are supposed to be taken into account in developing a slot that will suit the client's desires, needs, and abilities.

During his "work experience," the client is expected to become "familiar with," "oriented toward," and "experienced in" work. After being adequately infused with these elements of work, the enrollee is then assisted in moving on to a nonsubsidized job. The Vermont E&D/SWP project is, therefore, significantly different from other manpower programs such as MDTA Institutional or OJT. The provision of extensive training or skill improvement is not part of the program design. Instead, clients are given extensive orientation, counseling, and support services and are placed into SWP job slots as soon as the manpower counselor and coach feel they are ready.

This approach to employing the disadvantaged constitutes a significant difference between the SWP project and other manpower programs. Indeed, the strategy of quickly moving manpower clients into transitional work experience training with a minimum of pre-job training and maximum support services constitutes the novel or "experimental" aspect of the manpower strategy embodied in the SWP project.

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*There is no set time period that clients spend in "work experience." On the average, clients spend five months in a SWP job slot.

4. THROUGH "SERVICE INTEGRATION" WITH OTHER AGENCIES, THE SWP PROJECT PROVIDES EXTENSIVE SUPPORT SERVICES TO CLIENTS

Through linkage to the FAP system, the SWP project provides clients with extensive support services including:

- Transportation
- Remedial education
- Health and medical care
- Day care
- Home and financial management assistance
- Work tools, clothing, and license allowances
- Emergency services
- Counseling and job coaching

These services are either provided directly by E&D staff, purchased from appropriate vendors, or obtained from other agencies that are "integrated" into the FAP demonstrations such as:

- Department of Social Welfare
- Department of Vocational Rehabilitation
- Office of Economic Opportunity 4C's Program

Through these linkages, the SWP project mobilizes extensive services for its clients. For example, while the DES might provide routine manpower services, the Department of Social Welfare could be asked to arrange housing and food stamp services; 4C's, child day care services; and the Department of Vocational Rehabilitation, medical care, such as services for eyeglasses or dentures and other medical services. In short, the linkage of the SWP project to the FAP demonstration is designed to marshal sufficient services for potentially employable clients such that no barrier to employment goes unnoticed and no need unserviced. Thus, the linkage of SWP to the FAP system is a nascent form of "service integration" in which the SWP client has, supposedly, greatly improved chances at removing employment barriers and receiving continuing support services to remain employed and off welfare.

5. SINCE ITS INCEPTION, OVER 400 CLIENTS HAVE PARTICIPATED IN THE SWP PROJECT

Since it began operation in July 1970, the E&D project has provided "work experience" opportunities to 432 clients as follows:

Fiscal Year 1971	82
Fiscal Year 1972	350
Total	432*

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*As of May 18, 1973, this total figure had grown to 651.

6. AT THE TIME THAT THIS STUDY WAS CONDUCTED THE E&D PROJECT WAS A STATEWIDE PROGRAM OPERATING WITHIN THE FRAMEWORK OF MESHED WIN/E&D SYSTEM

When this study was begun in August 1972, the E&D project had behind it a record of:

- Two years of operating experience
- Statewide level of operations
- Meshed WIN /E&D service network (limited to Chittenden and Lamoille County areas)*
- Over 200 clients who had participated in the program (half of this clientele coming from the WIN program)

The above profile describes the main features of the E&D project at the time that this study was initiated.

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*Chittenden is an urban suburban county with 99,131 people and Burlington at its center; Lamoille is a rural county with Morrisville as the county seat and a population of 13,309.

B. OBJECTIVES OF THE STUDY

1. THE FIRST PURPOSE OF THIS STUDY WAS TO DOCUMENT THE ROLE OF ATTITUDINAL AND MOTIVATIONAL FACTORS AND CLIENT-STAFF, CLIENT-SUPERVISOR RELATIONSHIPS IN PROJECT SUCCESS AND FAILURE

This study was designed to test the general hypothesis that client attitudes and motivations are related to project success. Underlying this broad hypothesis are the following premises:

- Clients often have attitudinal and motivational barriers to employment as well as circumstantial ones, such as day care or transportation needs.
- In order for a client to achieve employability, it is necessary to alter those initial attitudes and motivations that create employment barriers.
- Project staff and employers may have specific attitudes that constitute barriers to moving clients to successful completion of the project and into permanent jobs.

Given these premises, the specific questions that this study sought to answer are:

- Are attitudinal and motivational barriers to employment removed or improved as a result of participating in the E&D project?
- Are these changes related to project outcomes, i.e., how important are attitudes and motivations in determining project outcomes?

- Do staff attitudes and resultant client-staff relationships have a bearing on project outcomes?
- Do employer attitudes and resultant client-employer relations have a bearing on project outcomes?

The study objectives were to identify:

- The attitudes and motivations toward work that clients had before the program
- How these attitudes and motivations changed as a result of project experience
- How project outcomes were affected by:
    - Services planned by DES staff
    - Services delivered by DES staff
    - Changes in client attitudes and motivations as perceived by DES staff
    - Removal of actual barriers in some project experience
    - Client-staff relationships
    - Client-employer relationships

The above objectives are the focal points for Part I of this study, the client-oriented survey.

2. A SECOND PURPOSE OF THIS STUDY WAS TO UNDERTAKE A SURVEY OF E&D, EMPLOYER, AND OTHER AGENCY STAFF PERCEPTIONS OF THE E&D PROJECT

Program staff and other participants, e.g., employers, are often untapped sources of insight into an experimental project's operations and effectiveness. The second purpose of this study was to interview E&D project staff, other agency staff, and employers on their assessment of project operations, strengths, and weaknesses. Specifically, this "operations analysis" survey was designed to:

- Identify project strengths and weaknesses as perceived by staff (ES and other agencies) and employers, especially in terms of:
    - Program design and operations
    - Interagency relations
    - Effective service integration
- Identify suggested and desired changes
- Compile these factors into an analysis of problems and corrective recommendations

III. STUDY METHODOLOGY

The study methodology selected for this project was developed within the parameters established by the RFP and was selected to be directly responsive to the study objectives set forth in the original RFP.

1. A SIMULATED LONGITUDINAL STUDY DESIGN PROVIDED THE FRAMEWORK FOR ANALYSIS OF PRE-AND POST-PROJECT CLIENT DATA

Ideally, the assessment of attitudinal and motivational change brought about by participation in a project such as SWP should be measured through a carefully designed longitudinal study. This sort of study would assess client attitudes before entry into the program and then during and after the program. With the data obtained at these three points, it would be possible to measure pre- and post-project differences.* The data from the before and after measures establish a basis for measuring an O_1............O_2 difference, to which can be added measures of the project "intervention" effect, "O_1...........X ....O_2." Exhibit I, following this page, illustrates the concept underlying the pre- and post-project longitudinal measurement scheme in which any differences can be attributed to project intervention and impact.

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*To make the measurement fully valid would require inclusion of a "control group," e.g., a group of persons exactly like the pre- and post-clients, the only difference being that the control group did not participate in the E&D/SWP project.

Unfortunately, the E&D project was begun without collecting pre-enrollment data on client attitudes and motivations. Thus the longitudinal study model could not be used. Rather, the design of the longitudinal model was approximated by:

- Obtaining comparable attitudinal and motivational data from similar pre- and post-project client samples
- Comparing these data to ascertain what "change" in attitudes and motivations had occurred as a result of the program

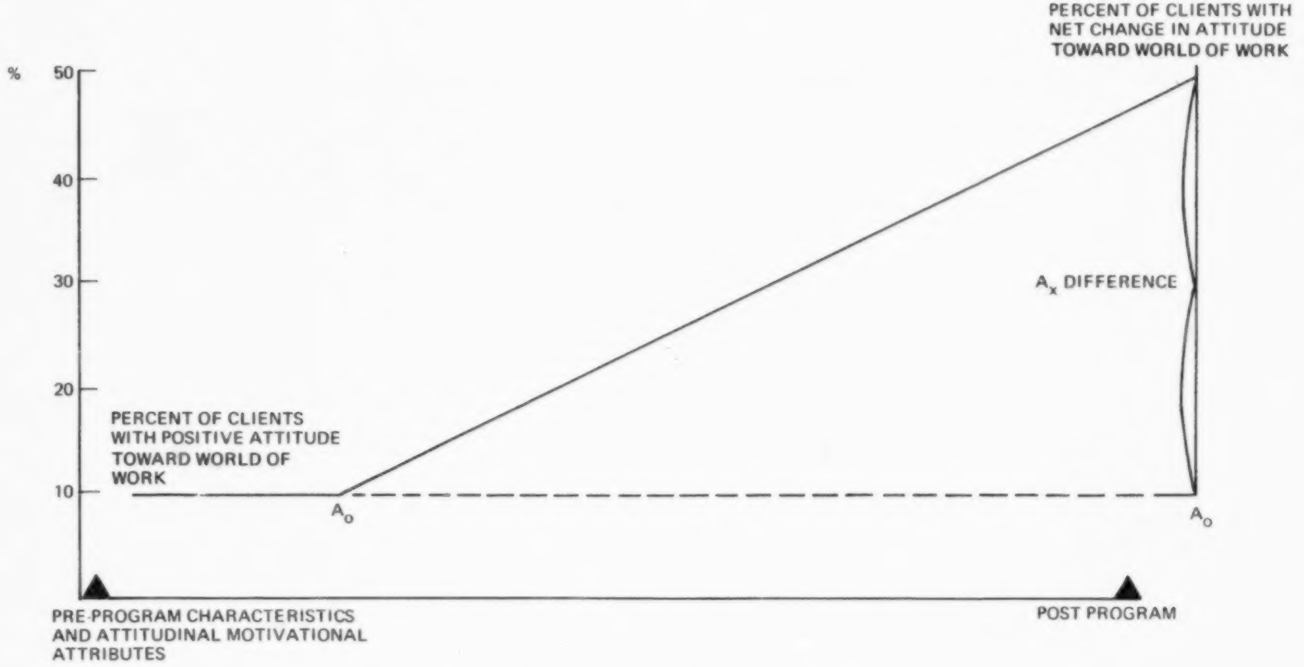
Essentially then, the before and after measure was approximated by comparing pre- and post-project clients. The basic concept underlying this simulated longitudinal study design is illustrated in Exhibit II, following Exhibit I.

In sum, the simulated longitudinal study design provided the framework for comparing pre- and post-project clients and inferring what "change" occurred in post-project clients between the time of intake and completion of the SWP program.

EXHIBIT I

Department of Employment Security
State of Vermont

TRADITIONAL LONGITUDINAL STUDY DESIGN

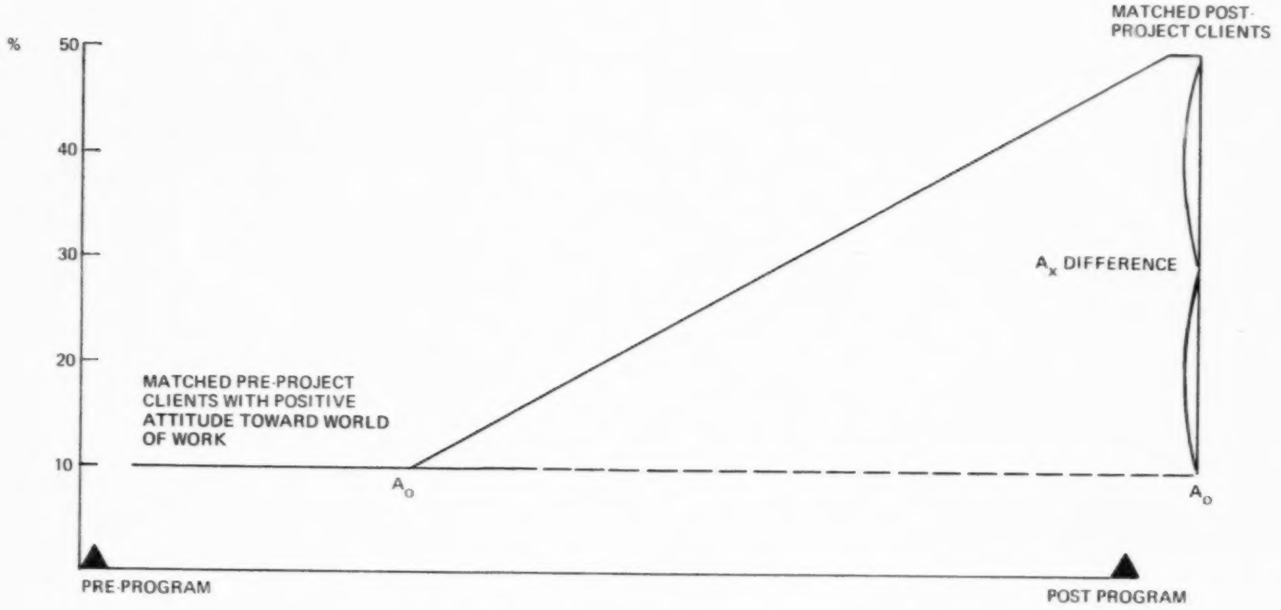


NET IMPACT OF E + D DEMONSTRATION PROJECT = $A_x - A_o$
IN CHANGING CLIENT ATTITUDES TOWARD WORLD
OF WORK

EXHIBIT II

Department of Employment Security
State of Vermont

SIMULATED LONGITUDINAL STUDY DESIGN



NET IMPACT OF E + D PROJECT = $A_x - A_o$ FOR MATCHED GROUPS
IN CHANGING CLIENT ATTITUDES
TOWARD WORLD OF WORK

2. SCALED MEASURES OF ATTITUDES TOWARD WORK AND MOTIVATION TOWARD WORK WERE USED TO MEASURE PRE- AND POST-PROJECT ORIENTATION TO WORK

Essential data on post-project client attitudes and motivations toward work were collected by interviewing 130 post-project clients with a questionnaire containing structured attitude and motivation scales. This questionnaire produced data on client attitudes and motivations after separation from the project.

To obtain an indication of what post-project client attitudes and motivations were before the clients entered the SWP program, a corresponding set of 130 pre-project clients were interviewed. The questionnaire used for these interviews contained the same structured attitude and motivation scales as the one used for post-project clients. Thus similarities and differences in attitudes and motivations between pre- and post-project clients could be measured. The questionnaire used in these interviews covered the following areas:

- Basic sociodemographic background data
- Work and welfare histories
- Barriers to employment
- Semantic differential scales for the concepts of:
  - Work
  - Welfare

- Future job aspiration/expected achievement scale
- Job satisfaction scale
- Standardized Guttman-type attitude toward work and motivation toward work scales
- General questions regarding knowledge of the world of work

Comparisons between pre- and post-project clients were made for the data collected in the questionnaire. Selected statistical tests were used to measure the significance of differences. From this, conclusions were drawn about what impact, i.e., how much change, the E&D project had in improving client employability.*

3. THE ROLE OF PROJECT EXPERIENCE IN DETERMINING PROJECT OUTCOMES WAS ALSO ANALYZED AS PART OF THE CLIENT-ORIENTED SURVEY

The first analytical dimension of the client-oriented survey was to ascertain how clients' attitudes and motivations changed as a result of participation in the SWP project. The design for accomplishing this was the simulated longitudinal model. The second analytical dimension was to ascertain how "project experience" was related to project outcomes. The design for accomplishing this was a series of "case history" reconstruction questions for each post-project client. DES and other agency staff and work site supervisors were then systematically interviewed about each post-project client, including questions regarding:

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*In this study we consider employability in a broad conceptual framework that includes: the improvement of attitudes/motivation; improvement in job skills; and the removal of barriers to employment. Employability is not merely "hire-ability" or merely having the qualities to get a job offer. Employability refers to the overall improvement to obtain, maintain, and improve one's self-sufficiency in an employment role.

- What attitudinal and motivational change(s) occurred during the course of the project experience
- What aspect of project experience accounted for this change(s)
- What the staff member's relationship was with the client
- Other elements of project experience

Similar questions were asked of each staff member with whom the client came into contact. From these answers it was possible to reconstruct project experience as viewed from the perspective of the:

- Client
- Individual DES staff members
- Other agency staff
- Work site supervisors

"Project experience" was then compared between:

- Project Terminators with good cause
- Project Terminators with bad cause
- Project Completers

The comparisons yielded information on the patterns of project experience associated with project success (completion) and project failure (premature termination). Again, selected statistical tests were used to identify the relative importance of individual elements of project experience in determining project outcomes.*

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*In the initial proposal for this study, a proposal was made to use path analysis as the principal statistical technique for identifying the major determinants of project outcomes. Conceptually, this technique is one of the more powerful tools of statistical analysis for determining causal relations. Unfortunately, the software programs for using this technique are still under development and no fully operational version was available. In its place, a series of less elegant but equally satisfactory statistical tests of association have been used. Specifically, contingency tests and parametric and nonparametric tests of association were used to trace down the associational patterns between client characteristics, project experience, and project outcomes: These tests and their uses are more fully described in Chapter IV. Careful note should be taken of their strengths and limitations, since conclusions on the determinants of project success and failure are based upon them.

4. OVERALL, THE CLIENT-ORIENTED SURVEY INCLUDED 830 INTERVIEWS

The client-oriented survey encompassed 830 personal interviews:

- 130 interviews with pre-project clients
- 130 interviews with post-project clients
- 130 interviews with DES counselors
- 130 interviews with DES coaches
- 130 interviews with DES manpower specialists
- 130 interviews with SWP supervisors
- 50 interviews with other agency staff (DSW, DVR, 4C's)

5. RANDOM PROBABILITY SAMPLING WAS USED TO SELECT THE SAMPLES OF 130 POST-PROJECT CLIENTS AND 130 PRE-PROJECT CLIENTS

To permit generalizations to be made to the universe of post-project and pre-project clients, random sampling was used to select each sample.*

At the time the sample of post-project clients was drawn, there were approximately 180 individuals in the post-project universe. Out of this, a stratified sample of 130 was randomly drawn from each of the following three strata:

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*A detailed discussion of the sample design and errors is presented in the Appendix.

- 50 clients terminated without good cause (Terminators without good cause)
- 30 clients terminated with good cause (Terminators with good cause)
- 50 clients completed and placed (Completers)

Similarly, for the pre-project sample, clients were randomly selected from the flow of eligibles coming into the ES offices. These clients were also about evenly divided between eligible WIN clients referred from the Department of Welfare and regular ES walk-in eligibles.

Use of probability sampling made it possible to measure the accuracy of study findings. Thus, comparisons on a single variable:

- Between pre- and post-project clients were accurate within a range of ± 3%
- Between the two groups of Terminators, ± 8%
- Between Completers and Terminators, ± 13%

6. "OPERATIONS ANALYSIS" SURVEY RESULTS WERE TABULATED, ANALYZED, AND SYSTEMATICALLY REPORTED

The purpose of the "operations analysis" survey was to systematically gather and report staff and work-site supervisor perceptions of program design, operations, limitations, and desired improvements. To achieve this purpose, no sophisticated study design was required. Rather, straightforward tabulation and analysis of survey responses were conducted, and conclusions were drawn from the findings. In addition, recommendations on strategies and action steps required to improve the E&D project were extracted from the analysis.

The "operations analysis" survey was designed to describe program strengths and weaknesses. No tests of intergroup differences were included, and sample error estimates are not applicable since the staff was not selected on a probability basis.

IV. FINDINGS FROM THE CLIENT-ORIENTED SURVEY

As discussed in the preceding chapter, the method for ascertaining what change occurred in post-project client attitudes and motivations toward work consisted of comparing the attitudes and motivations of pre-project clients with those of post-project clients. This comparison was made within the framework of the simulated longitudinal model. Any differences that emerged from these comparisons were then interpreted as indicators of attitudinal and motivational change occurring in post-project clients as a result of their participation in the E&D project.

A partial check on the validity of inferring attitudinal and motivational change from this sort of comparison is possible by examining the degree of similarity (or difference) between pre- and post-project clients on selected sociodemographic characteristics. Thus, several statistical tests were used to compare pre- and post-project clients on major sociodemographic characteristics.*

A. COMPARISON OF PRE- AND POST-PROJECT CLIENTS ON SOCIODEMOGRAPHIC CHARACTERISTICS

In this section are contained the results of comparing pre- and post-project clients on the following sociodemographic characteristics:

- Selected demographic attributes, including:
    - Sex
    - Age
    - Marital status
    - Head of household
    - Number of children
    - Years of schooling
    - Income
- Work history, including:
    - Employment status prior to entering SWP
    - Length of unemployment in 12 months prior to SWP
    - Last job held (DOT code)
    - Wage on last job
    - Highest wage ever earned

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*The statistical tests that were used include the chi-square test, the Kolmogorov-Smirnov two-sample test, and the Friedman two-way analysis of variance. All three tests are standard techniques for measuring similarities and differences between two groups. Descriptions of these tests may be found in Sidney Siegel, Nonparametric Statistics for the Behavioral Sciences (New York, McGraw-Hill, 1956).

- Welfare history, including:
    - Welfare status prior to SWP
    - Length of time on welfare prior to SWP

1. OVERALL, PRE- AND POST-PROJECT CLIENTS HAVE SIMILAR SOCIODEMOGRAPHIC CHARACTERISTICS

Tables 1 through 7 show the distribution of pre- and post-project clients along the following demographic variables:

- Sex
- Marital status
- Head of household
- Number of children
- Years of school completed
- Client's annual earned income prior to SWP
- Age at entrance to SWP program

(1) Pre- and Post-Project Clients Are Similar in the Representation of Males/Females

Overall, the pre- and post-project samples are similarly distributed between males and females. There are, however, almost 10% fewer males in the pre-project sample. As the chi-square value indicates, this difference is not significant; the two groups therefore can be considered similar, that is, drawn from the same population.

Table 1

Sex

	Pre-Project	Post-Project
Male	39.3%	49.2%
Female	60.7%	50.8%

$X^2 = 3.5$ with 1 d.f.; significant at level $> .10 < .05$

Source: DES tapes and pre-project client survey.

(2) Pre- and Post-Project Clients Are Similarly Distributed on the Marital Status Variable

As Table 2 shows, there was little difference between the groups on marital status. Approximately 66% of each group were currently married. Marital status is an important comparison variable because the responsibilities of marriage are a major determinant of labor force participation and attitudes and motivation toward work. Thus, the lack of difference shows the two groups were alike on this important variable.

Table 2

Marital Status

	Pre-Project	Post-Project
Married	65.3%	67.5%
Single	5.3%	7.0%
Divorced	13.8%	12.8%
Separated	12.3%	10.9%
Widowed	3.0%	2.3%

$X^2 = 0.72$ with 4 d.f.; not significant at .05 level

Source: DES tapes and pre-project client survey.

(3) 80% of Post-Project Clients Were Heads of Households, Compared With 66% of Pre-Project Clients

There were 11.5% more heads of households among the post-project group than among the pre-project group. The difference is statistically significant and is due to the greater number of males in the post-project group.

Table 3

Head of Household

	Pre-Project	Post-Project
Respondent	68.4%	79.9%
Respondent (Not Head)	31.4%	20.2%

$X^2 = 4.5$ with 1 d.f.; significant at $> .05 < 0.02$ level

Source: DES tapes and pre-project client survey.

(4) Pre- and Post-Project Groups Are Significantly Different in the Number of Children in the Family

Table 4 indicates that pre-project clients have a greater average number of children (2.91) than the post-project group (2.86). Since the presence of at least 1 child was a requirement for entrance to SWP, the large number of children represented here is understandable. The E&D group's average number of children is also much higher than the state average of 1.64 children per family (as indicated in the 1970 U.S. Census). Observable differences between the pre- and post-project groups are mostly due to the large number of pre-project clients with 1 child and more than 6 children. On the basis of statistical tests, the groups are significantly different.

Table 4

Number of Children

	Pre-Project		Post-Project	
	%	#	%	#
1	28.5	37	4.6	6
2	20.8	27	36.2	47
3	15.4	20	17.7	23
4	10.8	14	13.9	18
5	13.1	17	7.7	10
6	4.6	6	8.5	11
Over 6	7.0	9	3.2	4
Mean	2.91		2.86	

X^2 = 33.05 with 6 d.f.; significant $>$ .001 level.
D value of Kolmogorov-Smirnov test = 13, 69; significant $>$ .001 level.

Source: DES tapes and pre-project client interview.

(5) Both Groups Are Similar in the Years of School Completed

Table 5 shows that 47% of the post-project group are high school graduates or better, compared with 41.5% of the pre-project group. Median education level for the post-project group is 10.64 years of school, which contrasts with 10.17 for the pre-project group. The groups show some variation of those in the category "12 years" but are the same by statistical tests. According to 1970 Census data, median education for the adult population in Vermont is

12.2 years. These data indicate that the post-project group is slightly better educated than the pre-project group and that both groups are significantly less educated than the total adult population in Vermont.

Table 5

Years of School Completed

	Pre-Project		Post-Project	
	%	#	%	#
No school	1.5	2	0.8	1
1-5 years	1.5	2	1.5	2
6-8 years	28.5	37	24.6	32
9-11 years	26.9	35	26.2	34
12 years	24.6	32	36.2	47
Some college	9.2	12	3.8	5
College graduate	5.4	7	0.8	1
Other	2.3	3	6.2	8
Median Education Level	10.17		10.64	

D value of Kolmogorov-Smirnov test = 1.03; not significant at .05 level.

Source: DES tapes and pre-project client interview.

(6) Annual Earned Income of Both Groups Did Not Significantly Differ Although the Pre-Project Group Reported a Greater Average Income Per Year

Table 6 shows results and comparisons of income distributions of each group.

Table 6

Earnings During 12 Months Prior to E&D Program

	Pre-Project	Post-Project
None	27.7%	23.8%
$0-499	16.2%	24.4%
$500-999	7.7%	8.5%
$1,000-1,999	13.1%	10.0%
$2,000-2,999	9.2%	8.9%
$3,000-3,999	6.9%	14.8%
$4,000-4,999	4.6%	3.8%
$5,000 or more	8.4%	3.2%
D.K., N.A.	6.2%	2.5%
Mean	$1,413	$1,393

X^2 = 10.43 with 9 d.f.; not significant at .05 level.
D value of Kolmogorov-Smirnov test = significant at .05 level.

Source: DES tapes and pre-project client interview.

For both groups, comparisons were made on the 12 months prior to entrance to the E&D program. Average earned income for the pre-project group is $1,413 per year, compared with $1,393 for the post-project group. The gap is not great and may be due to inflationary increments, since the post-project client data refer to a time period 1 to 2 years prior to the survey.

More noteworthy, the income comparisons indicate that over 48.2% of post-project clients earned nothing or less than $500 during the previous 12 months, compared with 43.9% of pre-project clients. Thus nearly half of both groups had annual earnings equal to what the average Vermont wage earner takes home each month.

(7) Both Groups Are Similar in Age

Table 7 displays data on age distributions. Age for the post-project group has been adjusted to represent their age in 1971 at the time of program entry. Table 7 indicates the pre-project group has slightly more older clients, but the differences are not significant.

Table 7

Age at Time of Program Entry

Age Levels	Pre-Project	Post-Project
14-22	19.2%	18.4%
23-30	30.0%	35.4%
31-40	26.2%	29.2%
41-50	16.9%	12.3%
51-65	6.9%	4.6%
D.K.	0.7%	--
Total Cases	130	130

D value for Kilmogorov-Smirnov test not significant at .05 level.

Source: DES tapes and pre-project client survey.

(8) In Summary, Both Groups Are Similar on Frequency Distributions of Sex, Marital Status, Education Level, Annual Earnings, and Age

Table 9 summarizes the sociodemographic profile for pre- and post-project clients.

Table 8

Summary of Demographic Characteristics

	Pre-Project	Post-Project
Male*	39.3%	49.2%
Married*	65.3%	67.5%
Heads of household	68.4%	79.9%
Mean number of children	2.91	2.86
Median school year*	10.17	10.64
Mean annual earnings* (prior to SWP)	$1,413	$1,393
Clients under 30 years*	49.2%	53.8%

---

* No statistical differences.

The post-project group contains more males, slightly more married clients, more heads of households, less children (per client), slightly more high school graduates, and clients who are slightly older than members of the pre-project group. Observed differences between the groups on some of these demographic characteristics should be interpreted by reference to the results of the statistical tests. Pre-project clients have slightly more children, slightly more annual income, and less education. On balance, on five out of seven major demographic variables, the pre- and post-groups were alike. Thus, there is evidence to believe both groups came from the same population.

2. IN GENERAL, POST-PROJECT CLIENTS TENDED MORE TO BE UNEMPLOYED PRIOR TO SWP

Work history prior to the project experience is an important antecedent factor for determining attitude and motivation toward work and project success. Pre- and post-project clients' work histories were compared in terms of the following five variables:

- Employment status (prior to SWP)
- Length of unemployment during the 12 months prior to SWP
- Last-held job title
- Wage on last-held job
- Highest wage ever earned

(1) 80% of Post-Project Clients Were Not Employed Prior to SWP Experience

Table 9 shows that 80% of post-project clients and 56.2% of pre-project clients were unemployed prior to SWP experience. Many (38.6%) pre-project clients were classified as not in the labor force--that is they "were not looking for full-time work."

Table 9

Employment Status at Time of Intake to E&D Program

	Pre-Project		Post-Project	
	%	#	%	#
Employed/ underemployed	5.2%	7	6.2%	8
Not employed	56.2%	73	80.0%	104
Not in labor force	38.6%	50	13.9%	18
		130		130

X^2 = 20.52 with 2 d.f.; significant difference at level $>$.001.

Source: DES tapes and pre-project client survey.

(2) Both Groups Experienced Chronic Unemployment for the Major Part of the 12 Months Prior to SWP

Table 10 shows the extent and depth of the out-of-work problem for clients in each group. More than 39% of the post-project group were unemployed for a full year prior to participation in SWP; 27% of the pre-project group were not employed for a full year prior to SWP. In conclusion, both groups show severe unemployment. Data in both Tables 9 and 10 indicate:

- The rate of labor force participation for post-project clients is greater than the rate for pre-project clients by a 3 to 2 ratio.
- Post-project clients have a higher unemployment rate.
- The groups are not different on length of unemployment.

Table 10

Length of Unemployment in 12 Months Prior to SWP

	Pre-Project		Post-Project	
	%	#	%	#
0-2 months	6.1	8	13.8	18
2-4 months	10.7	14	9.2	12
4-8 months	23.0	30	20.8	27
8 months - year	26.9	35	16.9	22
Full year	26.9	35	39.2	51
D.K., not in labor force	6.1	8	--	--
		130		130

D value of Kolmogorov-Smirnov test = 2.83; significant at 7.10 $<$ .05 level.

Source: DES tapes and pre-project client survey.

(3) Occupational Types of Last-Held Jobs of Pre- and Post-Project Groups Are Similar With Over a Third of Each Group Concentrated in Services

In Table 11, the DOT (Dictionary of Occupational Titles) scheme was used to classify responses of the pre-project group on the last job held prior to SWP. The DOT system was used also to record pre-SWP job title of the post-project group. Table 11 shows comparative distributions. The service occupation category is the most important in classifying jobs of both groups. The services category has been separated from food services to show the importance of food and beverage preparation. In all, 30% of the post-project group are in service jobs, compared with 33.7% of the pre-project group. Second in importance is clerical-sales; 17.7% of the post-project group, and 16.9% of the pre-project group have held such jobs prior to E&D participation.

Table 11

Last Job Held

DOT code 2-digit level	Pre-Project		Post-Project	
	%	#	%	#
Professional, technical, managerial	13.0	17	11.5	15
Clerical-sales	16.9	22	17.7	23
Services (ex. food and beverage)	17.6	23	15.4	20
Food and beverage	16.1	21	14.6	19
Farming	2.3	3	3.0	4
Processing	1.5	2	0.9	1
Machine trades	6.9	9	4.6	6
Bench work	0	0	4.6	6
Structural work	13.0	17	14.6	19
Miscellaneous	5.8	7	7.6	10
Not in labor force	--	--	5.3	7
D.K.	6.9	9	--	--
	100.0%	130	100.0%	130

$X^2 = 24.12$ with 10 d.f.; significant $>.01$ $<.001$ level.

Source: DES tapes and pre-project client interview.

(4) Wages of the Post-Project Group on Their Last-Held Job Were Higher Than Wages of the Pre-Project Group on the Same Variable

Table 12 shows that the post-project group reported an average of $80.00 per week earnings, compared with $75.31 of the pre-project group. The latter group has the lower average wage principally because almost half (49.2%) of pre-project clients were earning wages in the $40-59 per week range. The differences are significant.

Table 12

Wage on Last-Held Job

	Pre-Project		Post-Project	
Per Week	%	#	%	#
$10-39	6.2	8	22.3	29
$40-59	49.2	64	10.7	14
$60-79	8.5	11	16.9	22
$80-119	20.0	26	27.6	36
$120-159	10.8	14	11.5	15
$160 or more	0.8	1	10.7	14
Never worked, D.K.	4.6	6	--	--
		130		130
Median	$75.31		$80.00	

D value of Kolmogorov-Smirnov test = 15.75; significant at >.001 level.

Source: DES tapes and pre-project client survey.

(5) Pre-Project Clients Earned More Than Post-Project Clients in Their Highest Wage Rate

Both groups of clients were also asked to cite the highest wages ever earned. The mean wage of the pre-project group ($126.69) was higher than the post-project group ($89.52).

Table 13

Highest Pay Ever Earned

	Pre-Project		Post-Project	
Per Week	%	#	%	#
$10-39	3.8	5	1.5	2
$40-79	18.4	24	33.0	43
$80-119	30.7	40	42.3	55
$120-159	12.3	16	18.4	24
$160 or more	19.2	25	3.8	5
Never worked, D.K.	15.3	20	0.7	1
		130		130
Mean	$126.69		$89.52	
Median	$101.00		$81.20	

D value by Kolmogorov-Smirnov test = 23.40; significant at >.001 level.

Source: DES tapes and pro-project client survey.

Note: The data indicate that, if E&D clients were employed at the highest market value--that is, their highest reported wage rate--and if they could be kept at that wage rate for a continued period, they would begin to enter the income levels of the lower middle class.

This considerable difference is due to the 19.2% of the pre-project group who report earnings of over $160 per week at their highest wage rate. Table 13 compares both groups on highest wage ever earned. Table 14 compares wage data from the study groups with data from the 1970 Census of Vermont.

Table 14

Median Income Levels

Wage on last-held job (Pre-project group)*	$3,916
Wage on last-held job (Post-project group)*	4,160
Highest wage ever earned (Pre-project group)*	5,252
Highest wage ever earned (Post-project group)*	4,222
Median annual income employed in Vermont (1970 Census)	6,789

Note: Data on pre- and post-project groups have been taken from Tables 12 and 13 and weighted to represent full year's wages.

*Significant $>.05$ level.

The highest wages ever earned of the client groups are equal to 61% (for post-project group) and 76% (for pre-project group) of the median income of all Vermonters in 1970.

Work history data indicate that there are important differences between the groups on employment history. The post-project group experienced more serious joblessness prior to participation in the E&D program. The question may be justly raised: Does this difference invalidate the simulated longitudinal study design and inferences on attitudinal change? In our judgment, the answer is No because:

- The groups are statistically similar on some important demographic characteristics that are determinants of attitude and motivation toward work: sex, age, marital status, earnings prior to E&D, and education.
- The post-project group experienced more unemployment prior to participation in E&D. It is plausible to assume that their attitudes and motivation were even greater barriers to job retention and more negative than those of the pre-project group.
- Both groups were self-selected* into the program by their personal situation and needs for employment. Thus they were motivated enough to enroll in a work experiment, and there is a likelihood that the self-selection factor overrides the influence on attitudes and motivation of differences in work history.

In sum, there is more evidence for than against the assumption that the pre- and post-project groups are from the same population; hence, they are alike in major pre-program characteristics.

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*Self-selection is a technical term applied to social science experimental designs. Self-selection is the factor in both experimental (post-project) and control (pre-project) groups, which could account for differences between groups without the occurrence of the dependent variable (the program). Self selection is partially analyzed in the section that compared groups on sex, age, marital status, etc. (See Donald Campbell and Julian Stanley, Experimental and Quasi-Experimental Design for Research, Chicago, University of Chicago Press, 1965.)

3. THE PRE-PROJECT AND THE POST-PROJECT GROUPS ARE SIMILAR ON WELFARE STATUS

Both groups were compared on welfare status at the time of entry to the E&D program. Table 15 displays data that indicate that 56% of the pre- and 58% of the post-project group were receiving AFDC assistance when they began the program. Thus nearly the same fractions of both groups were on welfare prior to E&D participation.

Table 15

Type of Welfare at Time of Entry to SWP

	Pre-Project		Post-Project	
	%	#	%	#
Receiving AFDC	56	73	58	75
Not receiving AFDC	42	55	42	55
D.K.	2	2	0	0
Total Cases		130		130

$X^2 = 2.02$ with 2 d.f.; not significant at .05 level.

Source: DES tapes and pre-project client survey.

(1) The Pre-Project Group Indicates a Lengthier Period on Welfare Than the Post-Project Group

Data on the post-project group, derived from the DES tapes, contain variables "Months on welfare in the past five years" and "Months on welfare" in entire welfare history. Unfortunately, these data are available for AFDC cases only.

Table 16 indicates results of comparing pre- and post-project groups for time on welfare prior to participation in E&D. The AFDC recipients of each group are not significantly different in their length of time on welfare. There are slightly more pre-project clients who were not on AFDC prior to E&D, but this difference is not statistically significant.

Table 16

Length of Time on Welfare in Past Five Years

	Pre-Project		Post-Project	
	%	#	%	#
Not on AFDC in past 5 years	52.3	68	45.4	59
1-12 months	26.9	35	27.7	36
13-24 months	10.8	14	10.8	14
25-60 months	10.0	13	16.2	21
Total Cases		130		130

D value is 1.24; significant at $> .7$ $< .5$ level.

Source: DES tapes and pre-project client survey.

4. A SUMMARY OF CHARACTERISTICS INDICATES BOTH GROUPS ARE SIMILAR IN MAJOR SOCIODEMOGRAPHIC CHARACTERISTICS BUT DIFFERENT ON WORK HISTORIES

Comparison of pre- and post-project clients has shown that they are alike in terms of important sociodemographic variables. Summary data on employment and welfare history are presented in Table 17. The table shows that the two groups display some differences on certain variables. The post-project clients had:

- Greater unemployment in numbers and length of joblessness
- Greater wages on last-held job
- Lower wages on highest pay ever made
- Persons on AFDC for longer periods of time

Table 17

Summary on Work and Welfare History

	Pre-Project	Post-Project
Not employed	56.2%	80.0%
Not employed in full 12 months prior to entry*	26.9%	39.2%
In service occupations*	33.7%	30.0%
In professional, technical, and managerial*	13.0%	11.5%
Wage on last-held job (median weekly)	$75.31	$80.00
Wage on highest paid job (median weekly)	$101.00	$81.20
Receiving AFDC at entry to program*	56.0%	58.0%
On AFDC more than 24 months (in last 5 years)*	10.0%	16.2%

---

* No significant difference at .05 level.

Among both groups, occupation categories of the last-held job were similar, with dominance in the service occupations, particularly food and beverage preparation. Clerical/sales positions was second most important and about equally represented for both groups. On balance, however, pre- and post-project groups are similar on major variables that can be assumed to influence attitudes and motivations. The next section presents results of comparing pre- and post-project groups on these two dimensions.

B. ATTITUDES AND MOTIVATIONS

Knowledge, Attitudes, and Motivations are major determinants of job-seeking and on-the-job behavior. It is important to compare pre- and post-project groups on each of these determinants and to determine if participation in the E&D project brought about any positive change in these critical variables.

Attitudes and Motivation are not interchangeable terms here. For the sake of clear analysis, a distinction has been made between "Attitude" and "Motivation." In addition, principal emphasis will be given to comparing pre- and post-project clients in terms of their respective attitudes and motivations toward key facets of the world of work.

1. ATTITUDES AND MOTIVATIONS HAVE CONCEPTUALLY DIFFERENT MEANINGS

"Attitude" in social psychology refers to the mental orientation of favor or disfavor toward the self, the world, and the interactions between each. Attitudes are a very complex state of underlying processes that are important determinants of behavior. For purposes here, we are not making a rigid and precise definition of attitude apart from perceptions and apart from opinions, as is often done. We do wish to distinguish between attitude and motivation in the following way:

- By the term Attitude, we mean the mental orientation of favor or disfavor toward the self, the world, and intervening interactions; i.e., it is the state of mind toward some object.
- By the term Motivation, we mean a person's inclination toward some object or value; i.e., his readiness to translate his attitude into overt action within the content of that object or value. Motivation includes the reasons or rationale given for such action.

Attitude can be described in terms of mental orientation. For example, in regard to a particular job, a person might have a positive/negative view with shades of intensity; he may like his job "very, very much," or he may like it "only a little."

Motivation can be described in terms of stated reasons that allegedly explain an action. For example, a person likes his job because it provides a satisfactory income for him and his family; or a person goes to work because he needs the money. Both are motivating reasons to explain the resulting action of working.

2. A COMBINATION OF STANDARDIZED ATTITUDE SCALES AND OPEN-ENDED ATTITUDE QUESTIONS WERE USED TO GATHER ATTITUDINAL DATA

In the pre- and post-project client questionnaire, efforts were made to tap attitudinal information by broad "open-ended" questions, by Yes/No questions and by standard attitudinal and motivational measurement scales. Attitudes have been divided into six topic areas--that is, attitudes:

- On the world and the self, in general
- On the world of work
- On job last held
- On welfare
- On money as the reward of work

(1) Pre-Project Clients Indicate Slightly More Optimism in Their World View Than Post-Project Clients, But the Differences Are Minor, and Attitudes of Both Groups Show Little Optimism as Measured by the Srole Scale

Attitudes on the world (in general) were tapped by means of the Meier-Bell measure, based upon Srole's Anomia Scale. The five items elicit a general world view on issues that influence work and job-seeking. Clients respond to each of these five items along the dimensions of a five-point Lickert Scale of agreement/disagreement; a score of 1 means high agreement; and a score of 5 means high disagreement. The actual questions and statements and means of responses for individual items are shown in Exhibit III, following this page.

We assume that the greater the degree of disagreement, the stronger is the attitude of optimism and belief in the future.

Exhibit IV, following Exhibit III, shows graphically some small differences between pre- and post-project clients. Pre-project clients show more mean-value disagreement that "little can be done to prevent prices from going higher" (2.93) than do post-project clients (2.78). Pre-project clients also show more disagreement on a person "not knowing who he can count on" (2.74) than post-project clients (2.50). The item on which post-project clients show greatest disagreement, and hence a positive work orientation, is the statement "Nowadays a person has to live pretty much for today and let tomorrow take care of itself." Mean disagreement for post-project clients is 3.07 over 2.77 for pre-project clients.

In summary, pre- and post-project clients do not differ much in world outlook and, on some statements, pre-project clients have stronger optimism and belief in the future than post-project clients.

EXHIBIT III

Department of Employment Security
State of Vermont

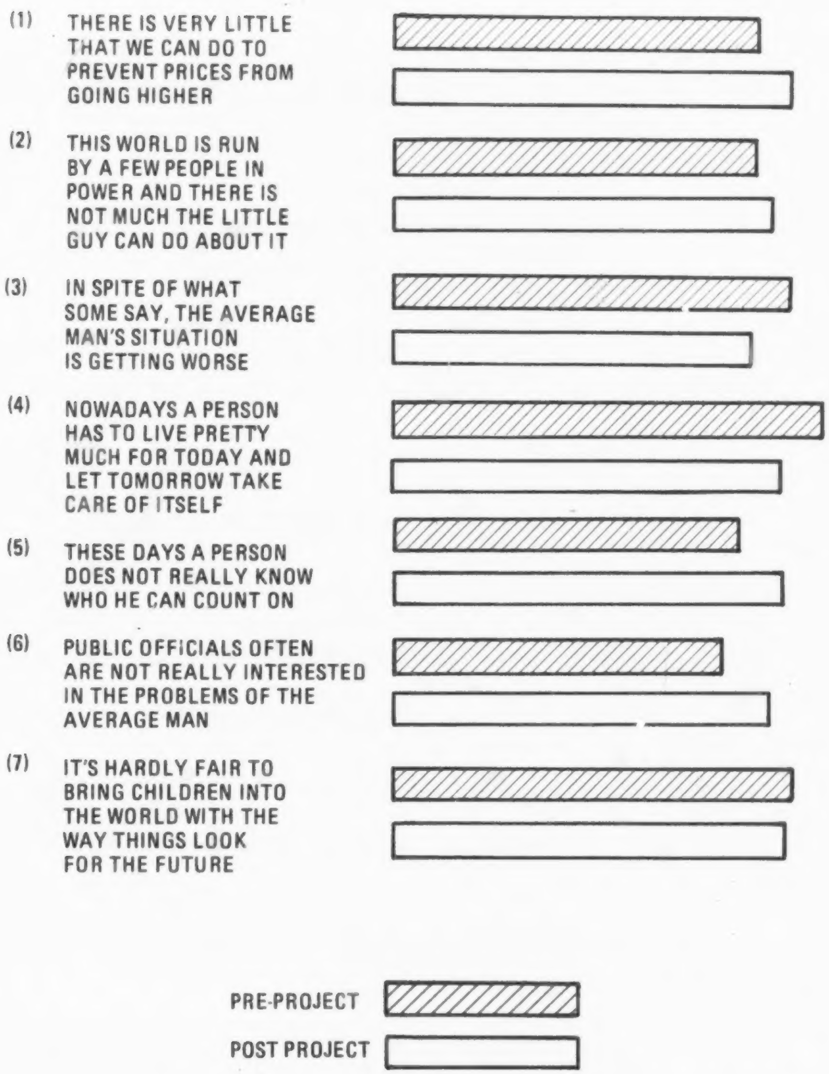
DEGREE OF DISAGREEMENT ON SROLE WORLD OUTLOOK SCALE

		Pre-Project	Post-Project
(1)	There is very little that we can do to prevent prices from going higher	2.93	2.78
(2)	This world is run by a few people in power and there is not much the little guy can do about it	2.89	2.82
(3)	In spite of what some say, the average man's situation is getting worse	2.37	2.45
(4)	Nowadays a person has to live pretty much for today and let tomorrow take care of itself	2.77	3.07
(5)	These days a person does not really know who he can count on	2.74	2.50
(6)	Public officials often are not really interested in the problems of the average man	2.70	2.45
(7)	It's hardly fair to bring children into the world with the way things look for the future	2.90	2.92

EXHIBIT IV

Department of Employment Security
State of Vermont

MEAN DEGREE OF DISAGREEMENT ON SROLE SCALE



(2) There Was Practically No Difference Between Pre- and Post-Project Clients on an Overall Optimism-Pessimism Scale

Respondents were asked a series of questions on work. In this context, a question on overall optimism was asked. The actual question read:

90. Would you say that right now you are: (READ CATEGORIES)

. . . Pretty badly off
. . . Having trouble getting by
. . . Just managing to get by
. . . Getting by easily
. . . Well-off
. . . (DO NOT READ) D.K.

The question measures overall pessimism-optimism on an ordinal scale with five points of value. Table 18 displays data. Among the pre-project group, 65% of respondents said they were "just managing to get by." Among the post-project group, 59% of respondents were "just managing to get by." On this question of current optimism, there was no difference between the two groups.

Table 18

Attitude on Current Situation

	Pre-Project	Post-Project
Would say I am:		
. . . Pretty badly off	10.0%	12.3%
. . . Having trouble getting by	15.4%	22.3%
. . . Just managing to get by	64.6%	59.2%
. . . Getting by easily	8.5%	5.4%
. . . Well off	0%	0.8%
D.K.	1.5%	0%
Number of respondents	130	130

D value of Kolmogorov-Smirnov test = 2.2; significant at >.5 <.3 level.

(3) Attitudes on Last Held and Future Jobs Are Not Greatly Different Among Pre- and Post-Project Client Groups

Although the measurement of the overall attitudinal directionality gives some useful information, questions were also asked for attitudes on specific experiences, including current and expected jobs. In the case of pre-project clients, the "last held job" refers to pre-project experience. In many but not all cases of post-project clients, "last held job" refers to the SWP experience. The actual question read:

> 74. (HAND RESPONDENT YELLOW CARD SHOWING LADDER)
> Here is a picture of a ladder. Suppose we say the top of the ladder (POINTING) is the very best sort of job you can think of. As you go down the ladder (MOVING FINGER DOWN THE LADDER) the job gets worse and the bottom of the ladder is the very worst sort of job you can think of. Where on this ladder (MOVING FINGER RAPIDLY UP AND DOWN LADDER) would you put your (present/last) job; that is, what you (are) doing now/were doing last time you worked?
>
> . . . Step number

The 'step' measure is an ordinal scale with 10 points of value. A low value means that a respondent considers his last-held job as the "worst sort"; a high value indicates a judgment of the "best sort." Exhibit V, following this page, displays the data. Overall mean value for the pre-project group is 5.72. This mean score contrasts with a mean value of 6.03 for the post-project group. Post-project clients, then, rate their current SWP job as "better" than pre-project clients rate their last-held job. This difference is an indication of some attitudinal improvement based on project experience.

EXHIBIT V

Department of Employment Security
State of Vermont

MEAN SCORES OF EVALUATION FOR LAST-HELD AND FUTURE JOBS

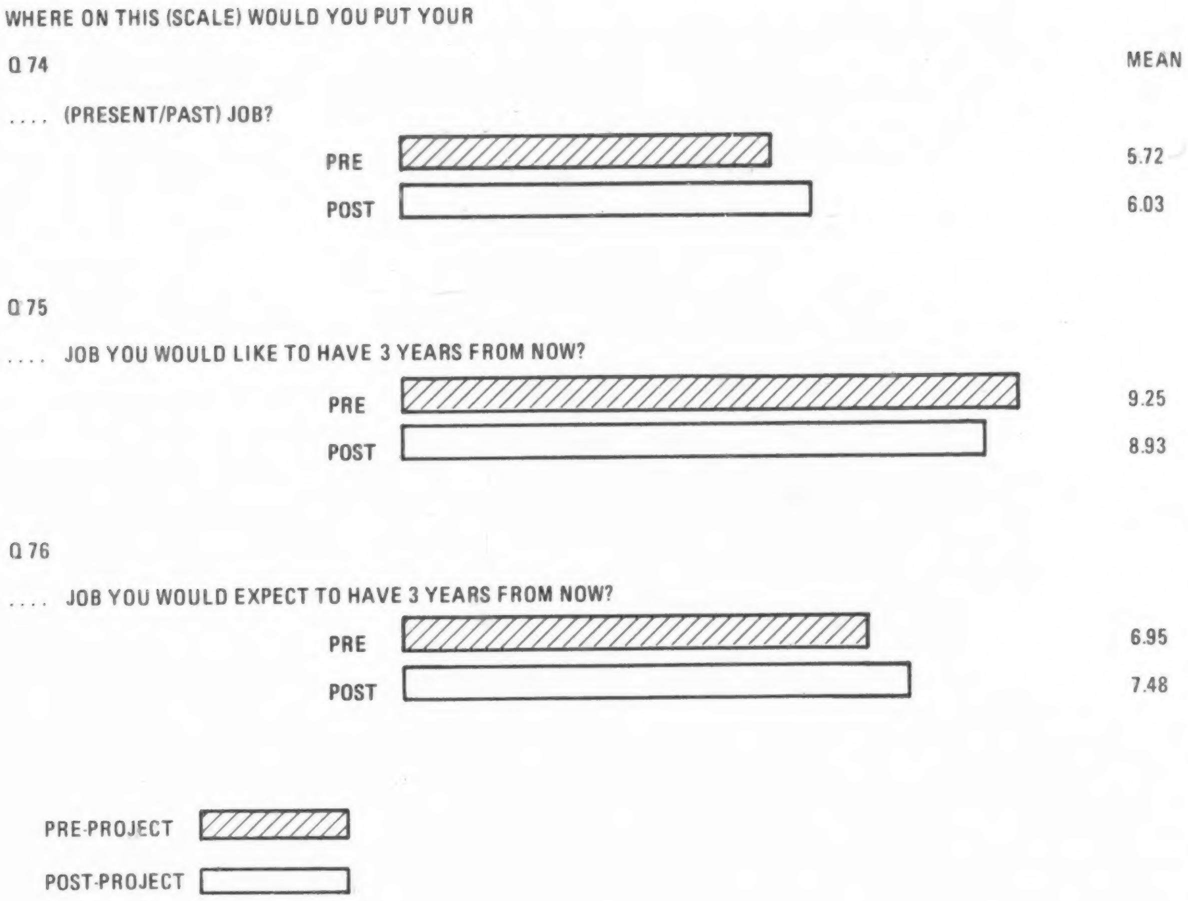


Exhibit V displays mean scores for each group on last held job, job preferred in three years, and job expected in three years. Separate questions were asked to distinguish preference from expectation, since the former factor reflects aspirations, desires, and hopes, and the latter reflects more the anticipated actual outcome. The positive correlation between preference and expectation is a measure of positive and realistic job motivation; a negative or low correlation indicates discrepancy between aspirations and expectations.

On future preference, i.e., on the job "you would like to have in three years," pre-project clients indicated higher aspirations (mean value = 9.25) than did post-project clients (mean value = 8.93).

On future expectations, i.e., on the job "you expect to have in three years," pre-project clients indicated less optimism (mean value = 6.95) than post-project clients (mean value = 7.48).

In summary, there are slight differences between groups on last held and desired jobs. A greater difference exists between groups on expected jobs; the post-project group has higher evaluative ratings, with a mean of 7.48, than the pre-project group, with a mean of 6.95. These higher expectations indicate that project experience has contributed to a more realistic view and higher expectations of satisfactory work.

A question was also asked on specific elements of the last-held job. Eight items were shown to the respondents who, in turn, ranked each item on a 10-point evaluative scale. The question read:

77. Here is another ladder.
(HAND RESPONDENT GREEN CARD SHOWING LADDER)

The steps on this ladder show how much chance you get on the job you're holding now or the job you last held to do the various things that I am going to talk to you about. On top, Step #10 means that you have very much of a chance to do it. As you go down (POINTING) you indicate that you have less of a chance. Step #1 means that you have no chance at all to do it. After I read you a sentence, please point to the step number that best describes how much of a chance you have.

(PLEASE ENTER STEP NUMBER)

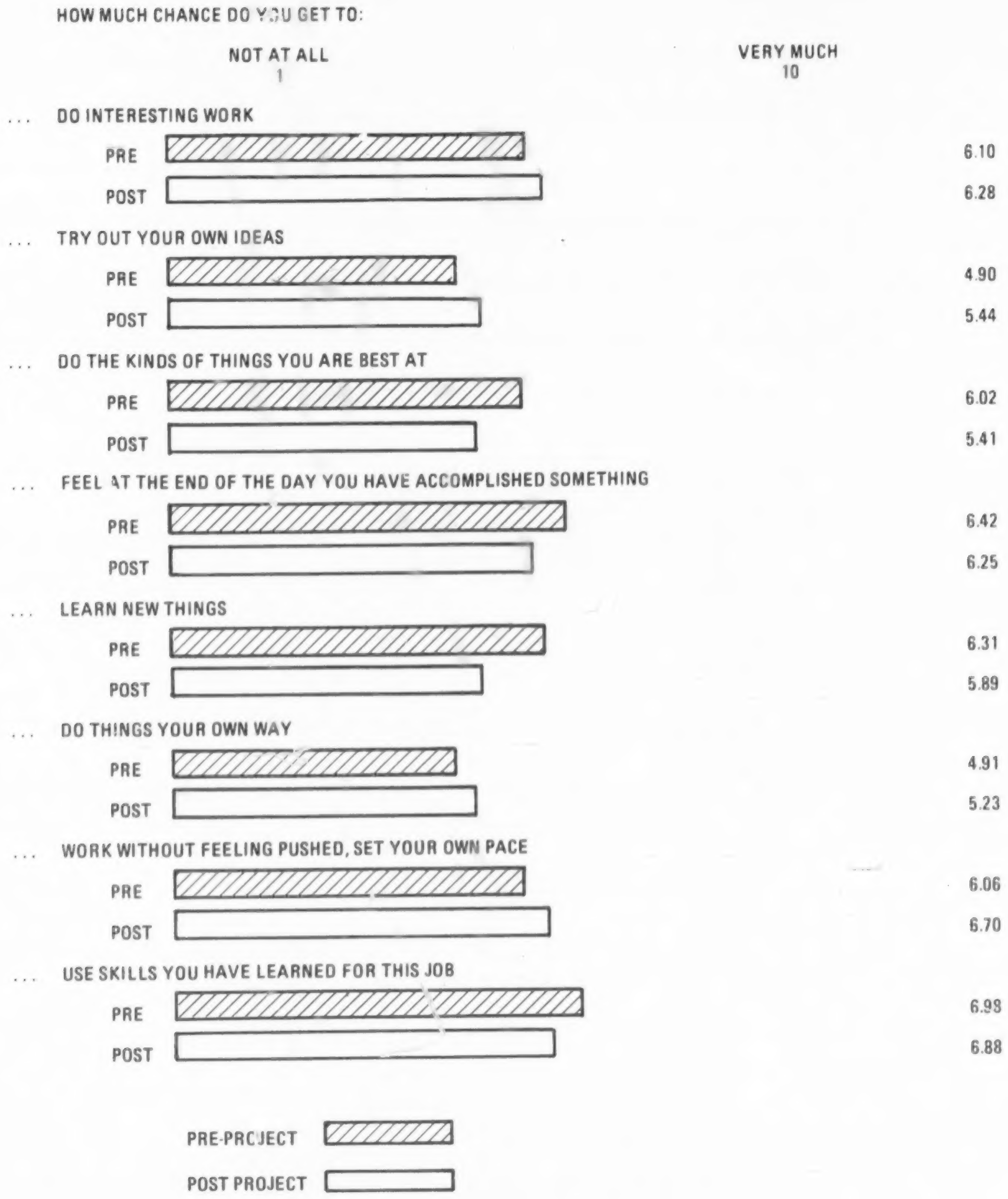
	Step #
How much chance do you get to:	
(1) do interesting work?	
(2) try out your own ideas?	
(3) do the kinds of things you are best at?	
(4) feel at the end of the day that you have accomplished something?	
(5) learn new things?	
(6) do things your own way?	
(7) work without feeling pushed, set your own pace?	
(8) use the skills you have learned for this job?	

Exhibit VI, following this page, displays mean sco values for each group on the last held job. A low mean value

EXHIBIT VI

Department of Employment Security
State of Vermont

ELEMENTS OF OPPORTUNITY IN LAST-HELD JOB



signified "less of a chance" than a higher mean value. Post-project clients indicate more opportunity for interesting work (mean = 6.28), trying out own ideas (5.44), doing things in their own way (5.23), and setting their own pace (6.70) than do pre-project clients (with means of 6.10, 4.90, 4.91, and 6.06). Post-project cleints say there is less opportunity in their SWP job along the other four items of the scale, however. In regard to "learning new things on the job," pre-project clients rate their last held job higher (6.31) than post-project clients rate their last job (5.89).

(4) Semantic Differential Scales Indicate That Both Groups Place a High Evaluative Meaning on Work, But the Post-Project Group Tends to View Work as Less Strict and Higher Paying Than the Pre-Project Group

Attitudes toward work are an important determinant of subsequent labor force behavior. At various points, the measuring instrument attempted to map the attitudinal features of work and the work ethic. Two questions were asked to gauge overall attitude:

Please answer yes or no to the next two questions.

88. Regular work is one of the most satisfying parts of life.
    . . . Yes
    . . . No
    . . . D.K.

89. Spare-time activities are more enjoyable than regular work.
. . . Yes
. . . No

To the question on regular work, 80% of pre-project clients said "Yes," compared with 85% of post-project clients.

To the question on spare-time activities, 52% of pre-project clients responded "Yes," compared with 56% of post-project clients.

Use of semantic differential scales were further attempts to measure the meaning of the concept work among both groups. Semantic differential scales were developed by Osgood, Suci, and Tannenbaum (1957) as a method to measure the meaning of a concept. The authors explain their technique with the analogy from dimensional space. Imagine an object in semantic space. Suppose one could draw two vectors at right angles from some origin point. The object would be located like a point on a plane surface. Suppose a third vector was drawn at right angles to the first two. The "space" would now have three dimensions, and the location of the object could be imagined as some point within a cube.

Osgood and his colleagues have measured attitudes on hundreds of concepts with thousands of subjects and concluded that there are three major dimensions of attitude in concept judging:

- Evaluative--by which one perceives a concept as good/bad
- Potential--by which one perceives the power of an object (as strong/weak)
- Active--by which one perceives the dynamic activity of an object (fast/slow)

Labor scales of opposite qualifiers (rewarding/unrewarding, flexible/strict) were selected, and respondents rated both the concept work and welfare on a 7-point scale. The actual scales used for work were as shown below:

WORK

	1	2	3	4	5	6	7	
High paying				X				Low paying
Unimportant							X	Important
Pleasant	X							Unpleasant
Not satisfying						X		Satisfying
Necessary	X							Unnecessary
Clean				X				Dirty
Early		X						Tardy
Flexible			X					Strict
Rewarding	X							Unrewarding
Respect		X						Dishonorable

Results for the Work Semantic Differential are displayed in Exhibit VII, following this page. Column C shows improvement or deterioration of attitude between the pre- and post-project groups.

The exhibit shows that the differences are not extreme. Post-project clients rate work slightly less "low paying" than pre-project clients. Post-project clients also rate work as less "strict" than do pre-project clients. Significantly, both groups associate "work" with traditional puritan values on these three evaluative scales.

- Rewarding . . . . Unrewarding
- Necessary . . . . Unnecessary
- Respect . . . . Dishonorable

There is no difference on the first two scale items, and only 0.22 difference between means on the third scale item associated with the traditional puritan work ethic.

(5) Semantic Differential Scales Indicate Post-Project Clients Rate Welfare as More Unfair and Less Active Than Pre-Project Clients

Semantic differential scales were also used to map the concept of welfare. Respondents of both groups were

EXHIBIT VII

Department of Employment Security
State of Vermont

MEAN VALUES ON SEMANTIC DIFFERENTIAL FOR WORK

	Concept of Work		Pre-Project	Post-Project	Difference
High paying	___ ___ ___ ___ ___ ___ ___ ___	Low paying	4.25	3.82	-.43
Unimportant	___ ___ ___ ___ ___ ___ ___ ___	Important	1.92	2.27	-.35
Pleasant	___ ___ ___ ___ ___ ___ ___ ___	Unpleasant	2.25	2.07	-.18
Not satisfying	___ ___ ___ ___ ___ ___ ___ ___	Satisfying	2.55	2.01	-.54
Necessary	___ ___ ___ ___ ___ ___ ___ ___	Unnecessary	1.62	1.62	--
Clean	___ ___ ___ ___ ___ ___ ___ ___	Dirty	2.70	2.61	-.09
Early	___ ___ ___ ___ ___ ___ ___ ___	Tardy	1.83	1.95	+.13
Flexible	___ ___ ___ ___ ___ ___ ___ ___	Strict	3.75	3.22	-.53
Rewarding	___ ___ ___ ___ ___ ___ ___ ___	Unrewarding	1.88	1.88	--
Respect	___ ___ ___ ___ ___ ___ ___ ___	Dishonorable	1.64	1.42	-.22

asked to rate welfare along the points of the following 7-point scale:

WELFARE

Fair	___	___	___	___	___	___	___	Unfair
	1	2	3	4	5	6	7	
Inactive	___	___	___	___	___	___	___	Active
Steady	___	___	___	___	___	___	___	Unsteady
Secure	___	___	___	___	___	___	___	Insecure
Worthless	___	___	___	___	___	___	___	Valuable
Right	___	___	___	___	___	___	___	Wrong
Handout	___	___	___	___	___	___	___	Deserving
Necessary	___	___	___	___	___	___	___	Unnecessary
Dependent	___	___	___	___	___	___	___	Self-reliant
Honest	___	___	___	___	___	___	___	Dishonest

Exhibit VIII, following this page, displays the results of the mean scores for both groups and the difference in means.

Exhibit VIII shows that post-project clients evaluate welfare as more "unfair," more "valuable," and more "inactive" than pre-project clients. These clients may see welfare as "more" valuable because their work experience has taught them the values of money, and it is this feature, namely, that of money, that they are evaluating. We also

EXHIBIT VIII

Department of Employment Security
State of Vermont

MEAN VALUES ON SEMANTIC DIFFERENTIAL FOR WELFARE

Concept of Welfare			Pre-Project	Post-Project	Difference
Fair	___ ___ ___ ___ ___ ___ ___	Low paying	3.18	3.54	+.36
Inactive	___ ___ ___ ___ ___ ___ ___	Active	3.50	2.90	-.60
Steady	___ ___ ___ ___ ___ ___ ___	Unsteady	3.09	3.01	-.08
Secure	___ ___ ___ ___ ___ ___ ___	Insecure	3.68	3.49	-.19
Worthless	___ ___ ___ ___ ___ ___ ___	Valuable	2.20	2.74	+.54
Right	___ ___ ___ ___ ___ ___ ___	Wrong	3.08	3.28	+.20
Handout	___ ___ ___ ___ ___ ___ ___	Deserving	3.40	3.55	+.15
Necessary	___ ___ ___ ___ ___ ___ ___	Unnecessary	2.15	2.22	+.07
Dependent	___ ___ ___ ___ ___ ___ ___	Self-reliant	3.98	3.92	-.06
Honest	___ ___ ___ ___ ___ ___ ___	Dishonest	2.62	2.78	+.16

note that the mean scores for both groups are clustered in the post-project group, mean scores range from 2.22 for the "necessary" to 3.92 on the "self-reliant" aspect. Scores of the pre-project group range within the mean values of 2.15 and 3.98. We should point out the strong evaluative rating given welfare on the dependent/self-reliant scale. Apparently, members of both groups place welfare more on the self-reliant side than generally expected.

(6) Post-Project Groups Have Higher Desires and Expectations of Future Income Than Pre-Project Clients

Income and salary are very important factors in work and job-seeking behavior. Income expectations and desires are equally important. Respondents were asked a series of questions in regard to their income aspirations. These questions read:

92. How satisfied are you with this amount?
(READ CATEGORIES)
. . . Too little
. . . Enough
. . . More than enough
. . . (DO NOT READ) D.K.

93. Please look at the list of weekly income groups again. Please tell me what you would like to be earning five years from now?
. . . Less than $25
. . . 25-50
. . . 50-75
. . . 75-100
. . . 100-125
. . . 125-150
. . . More than 150 (HOW MUCH) ______________
. . . D.K.

94. What do you expect to be earning five years from now?
. . . Less than $25
. . . 25-50
. . . 50-75
. . . 75-100
. . . 100-125
. . . 125-150
. . . More than 150 (HOW MUCH) ______________
. . . D.K.

Similar questions were also asked on income desired and expected in 10 years. Questions 93 and 94 (above) tapped attitudes on desired income. Exhibit IX, following this page, has tabular presentations for both pre- and post-project groups.

EXHIBIT IX

Department of Employment Security
State of Vermont

DESIRED AND EXPECTED INCOME IN FIVE YEARS

Weekly Income	Pre-Project Desired	Pre-Project Expected	Post-Project Desired	Post-Project Expected
Less than $25			--	--
$ 25- 50	--	1%	1%	2%
50- 75	2%	6	2	7
75-100	6	16	5	7
100-125	16	24	8	21
125-150	34	17	19	21
150-200	21	15	32	15
200 or more	15	7	25	13
No Response	6	15	8	15
	100%	101%*	100%	101%*

---

* Totals add to more than 100% because of rounding.

In terms of desired future income, the post-project group indicates higher aspirations. Of this group, 57% desired a weekly income within five years of over $150 a week, compared with 36% of the pre-project group. Also, on expected income the gap is narrower; in the next five years 28% of the post-project group expect $150 a week or more income, compared with 22% of the pre-project group.

Exhibit X, following this page, graphically shows contrasts in wage on last-held job (from Table 12), highest wage earned to date (from Table 13), desired income, and expected income for both groups.

(7) Post-Project Clients and Pre-Project Clients Demonstrate Very Similar Attitudes on Money, Work, and the Work Ethic

Clients of each group rated 30 statements on a 10-point scale of agreement-disagreement. A score of 10 was assigned to high agreement. A score of 1 indicated extreme disagreement. The 30 statements were designed to map attitudinal as well as motivational features of clients. In this section, we are presenting only the attitude dimension.

EXHIBIT X

Department of Employment Security
State of Vermont

CURRENT, DESIRED, AND EXPECTED INCOME

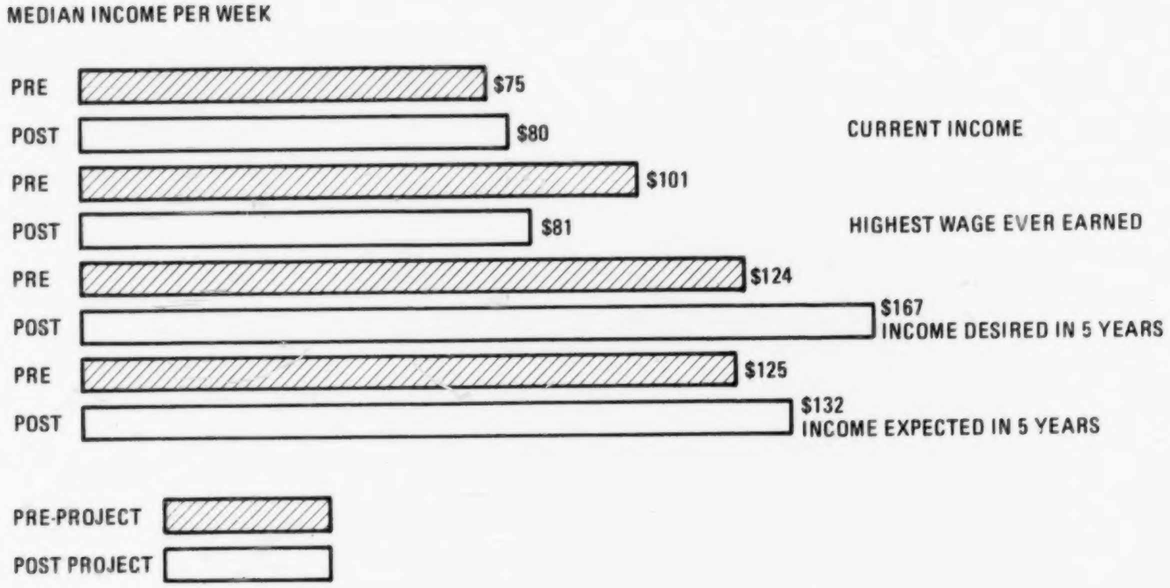


Exhibit XI, following this page, displays mean values for both post- and pre-project groups on 15 individual items of attitudes toward the world of work.

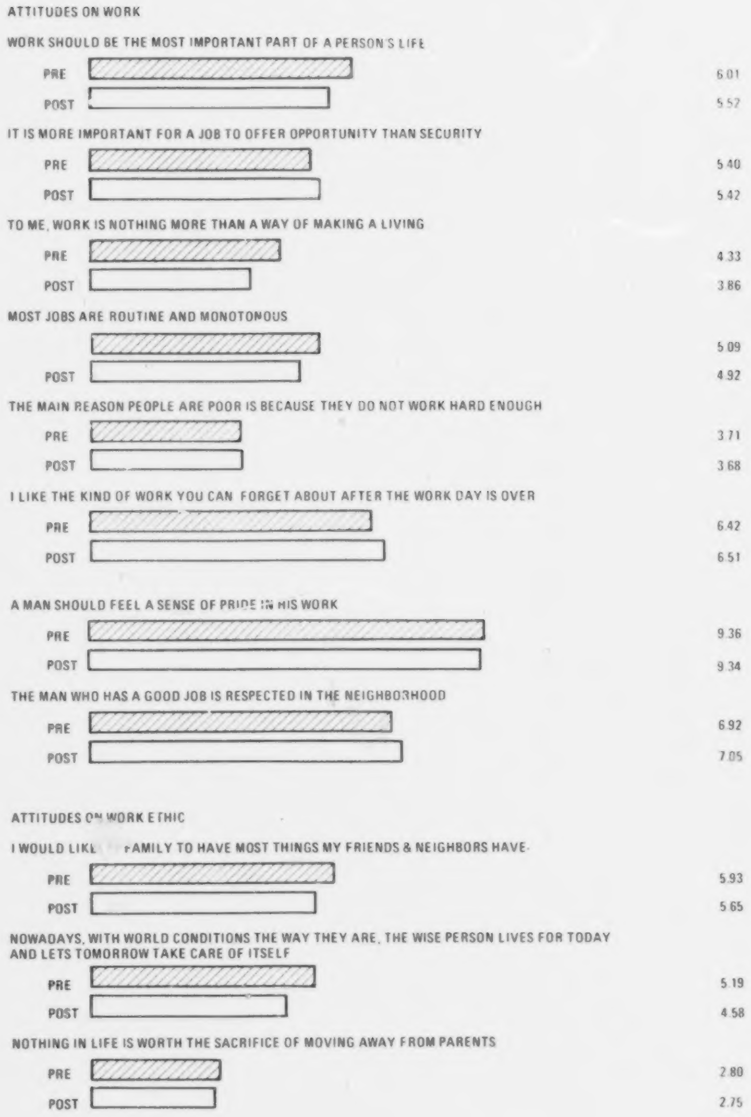
Although a few intergroup differences appear on statement ratings, the data indicate similarity of viewpoints between both groups. There seems to be some underlying improvement in attitude of the post-project group over the pre-project group. Post-project clients show more disagreement (mean = 4.58) with the statement "The wise person lives for today and lets tomorrow take care of itself." Mean value for the pre-project group is 5.19. Similarly, post-project clients show more disagreement (3.86) than pre-project group (4.33) on the statement "Work is nothing more than a way of making a living." On the other hand, post-project clients show more disagreement (mean 5.52) than pre-project clients (6.01) on the statement "Work should be the most important part of a person's life."

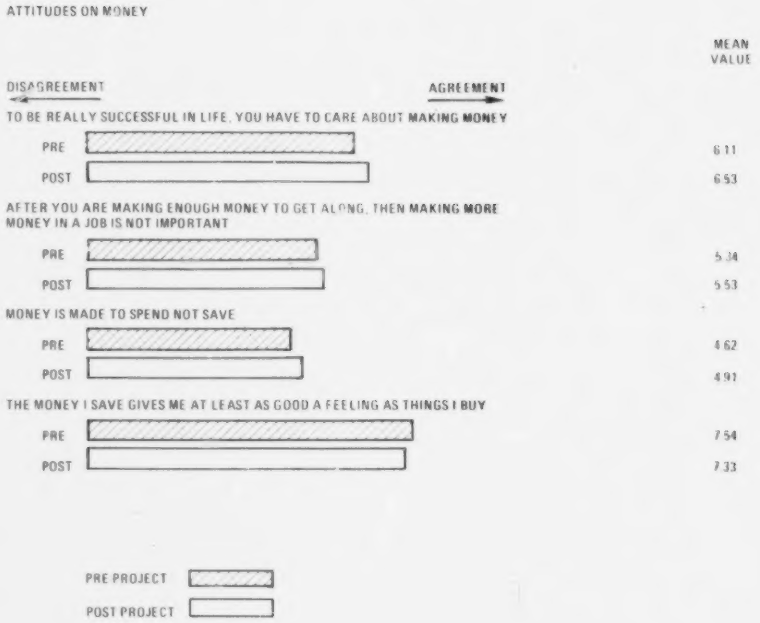
In statements on money, the post-project group has a slightly more positive attitude in agreeing that "success is linked to making money" (6.53) and that "money is

EXHIBIT XI

Department of Employment Security
State of Vermont

THIRTY-ITEM COMPOSITE SCALE OF ATTITUDES AND MOTIVATION TO WARD WORK





made to spend, not save" (4.91). The pre-project group scored mean values of 6.11 and 4.62 on the above two variables.

3. POST- AND PRE-PROJECT GROUPS INDICATE SIMILAR MOTIVATION TOWARD WORK, BUT THE POST-PROJECT GROUP IS MORE ORIENTED TOWARD MONEY AND SUPPORTIVE INCOME

As we have discussed above, attitude may be described as a disposition to react favorably or unfavorably to an object. Motives are the underlying process by which an individual is moved to act in the direction indicated by attitude. The individual is constantly attempting to reduce the tensions and resolve conflicts of particular motives by selecting and acting out appropriate responses. In order to understand and, to a very limited extent, predict behavior, motives are more important than attitude. If one knows the variety and range of motives of any individual, particularly the unconsciously accepted motives, he is in a good position to understand behavior. In this report, we are dealing only with consciously accepted and admitted motives as they relate to work.

Motivation was measured in questions on clients' desire for weekend work, by "open-ended" queries on satisfying and dissatisfying elements of their job, and by agreement-disagreement scales.

This section will treat motivation in four subject areas:

- The motivation of clients toward overtime work and relocation
- Reasons for and satisfactions (dissatisfactions) with work
- Motivation of salary vs. welfare
- The motivation according to the Occupational Value Scale

(1) Post-Project Clients Are More Motivated to Work Overtime Than Pre-Project Clients

Clients were asked if they would work on weekends at overtime rates of time-and-a-half pay. Table 18 shows responses to the question of working overtime.

Table 18

Willingness To Work Weekends

Would you work overtime?

		Pre-Project	Post-Project
. . . . on Saturdays?		(N = 110)	(N = 105)
	Yes	81%	74%
	No	17%	23%
	D.K.	2%	3%

X^2 = 1.41 with 2 d.f.; significant at 7.5 .3 level.

. . . . on Sundays?		(N = 109)	(N = 102)
	Yes	48%	39%
	No	51%	59%
	D.K.	1%	2%

X^2 = 1.71 with 2 d.f.; significant .5 .3 level.

. . . . on both days?		(N = 64)	(N = 72)
	Yes	52%	35%
	No	45%	55%
	D.K.	3%	10%

X^2 = 5.09 with d.f. = 2; significant .10 .05.

The post-project group indicates greater motivation to work on weekends. Of the respondents, 81% say they would work on Saturdays, and 48% of those asked say they would work on Sundays.

Respondents were asked if they would relocate to obtain a new job. This question should be interpreted in a rural area where the considerable problems of relocation may lessen motivation. Table 19 shows responses to the question on willingness to relocate.

Table 19

Willingness to Relocate

If you had to choose which would you prefer--moving out of this part of the state to accept a job or staying here and not working?

	Pre-Project (N = 130)	Post-Project (N = 128)
. . . . Move	67%	78%
. . . . Stay	31%	20%
. . . . D.K.	2%	2%

$X^2 = 4.01$ with d.f.; significant .2 .01 level.

Of the respondents, 78% of post-project clients indicate a willingness to relocate for the sake of a new job. This contrasts with 67% among pre-project clients.

(2) There Are Practically No Differences in Reasons for Wanting a Job and Elements of Satisfaction and Dissatisfaction in a Job

Conscious reasons for work had an important place in the questionnaire. Clients were asked to give their reasons for wanting work and to name satisfying elements of an ideal job and dissatisfying elements.

The actual questions were:

101. What are the major reasons why you want to work? (FOR UNEMPLOYED OR HANDICAPPED RESPONDENTS, PREFACE WITH "If there was a suitable job available to you, . . . ")

____

____

102. We are interested in finding out some things about a job which would make it the most satisfying to you. What are the things about a job which would make it the most satisfying to you?

____

____

____

____

(IF ANSWER NONSPECIFIC PROBE FOR PAY, SECURITY, WORKING CONDITIONS, CAREER OPPORTUNITIES, ETC.)

103. Now what are the things about a job which would make it the least satisfying to you?

____

____

Table 20 presents results of these responses. Reasons for "wanting a job" were similar for both groups. Of the respondents, 37.9% of post-project group and 40.6% of the pre-project group cite "to support a family" as the chief reason for wanting work. "Increased self-respect" is the second most frequently cited reason.

Table 20

Major Reasons for Wanting A Job

What are the major reasons you want a job?

	Pre-Project		Post-Project	
	%	#	%	#
Support a family	40.6	52	37.9	49
Increase self-respect	14.1	18	17.8	23
Increase income	10.2	13	15.5	20
Get away from home	14.1	18	12.4	16
Pay off bills and debts	7.0	9	3.8	5
Get off welfare	4.7	6	3.1	4
Other	5.5	7	9.3	12
D.K.	3.9	5	-	-
		129		128

Responses represent first mentioned reason only.

$X^2 = 10.02$ with 7 d.f.; significant at $>.2$ $<.1$ level.

Exhibit XII, following this page, illustrates the most satisfying features of a job. Again, each group cited similar reasons, as shown in the frequency tabulations.

EXHIBIT XII

Department of Employment Security
State of Vermont

MOST SATISFYING FEATURES OF A JOB

Q. 102 What makes a job most satisfying?

	Pre-Project		Post-Project	
	%	#	%	#
Good pay	30.5	39	32.5	42
Good working	26.6	34	31.8	41
Interesting work	14.8	19	10.1	13
Good co-workers/good boss	12.5	16	4.6	6
Opportunity to advance/security	4.6	6	4.6	6
Other	7.0	9	14.4	18
D.K.	3.9	5	2.3	3
	99.9	128	100.3	129

Responses represent first mentioned reason only.

More of the pre-project group (12.5%) cite "good co-workers/good boss" than the post-project group (4.6%). There are no statistical differences between the groups. Of the respondents, 32.5% of the post-project group and 30.5% of the pre-project group cite "good pay" as the most satisfying feature of the job.

Exhibit XIII, following this page, shows responses on the least satisfying elements of a job.

(3) Only Half of the Post- and Pre-Project Groups Would Accept Work If the Job Paid the Equivalent of a Monthly Welfare Benefit

Income and salary are important motivations for work according to both groups. The study asked further questions to elicit greater contrasts, if any, between the two groups on these motives.

First, a question was asked to determine the "trade off" between welfare vis-a-vis salaried work: Table 21 shows question wording and results.

EXHIBIT XIII

Department of Employment Security
State of Vermont

LEAST SATISFYING FEATURES OF A JOB

Q. 103 What are the things in a job which make it least satisfying to you?

	Pre-Project		Post-Project	
	%	#	%	#
Bad working conditions	34.6	45	28.1	36
Poor pay	15.4	20	25.0	32
Difficult boss	10.0	13	12.5	16
Unfriendly co-workers	9.2	12	11.7	15
Monotonous work	14.6	19	7.8	10
Other	7.8	10	11.0	14
D. K.	8.4	11	3.9	5
	100.0	130	100.0	128

Responses represent first mentioned reason only.

Table 21

Welfare vs Salaried Work

104. If you were offered a job that required you to (REFER BACK TO LIST OF UNDESIRABLE THINGS ABOUT A JOB) and paid ________ (INSERT AMOUNT OF MONTHLY WELFARE BENEFIT) per month and your only choice was to accept the job or accept welfare, would you take the job or accept welfare ?

	Pre-Project	Post-Project
. . . . Job	50%	48%
. . . . Welfare	40%	45%
. . . . D.K.	9%	6%

$X^2 = 1.3$ with 2 d.f.; significant $> .7 < .6$ level.

Both groups were asked to choose between:

- A low-paying job that is easy
- A high-paying job that is hard

Eighty-five percent of both the post- and pre-project groups chose the high-paying job. This is another indication of the importance of salary as motivation.

Eighty-three percent of both groups replied "Yes" to the following question:

87. "If you had enough money so that you would not have to hold down a regular job, would you still work?"

Respondents were also asked to choose between immediate subemployment or continued unemployment. The question was as follows:

85. "If you were unemployed and were offered a low-paying job, would you take it or wait for a better one?"

....Take
....Wait
....D.K.

Table 22 illustrates the question and responses.

Table 22

Willingness to Work

	Pre-Project	Post-Project
....Would take	85%	77%
....Would wait	14%	22%
....D.K.	1%	1%

$X^2 = 3.12$ with 2 d.f.; significant at $> .3 < .2$ level.

In summary, both groups, and to a greater extent the post-project group, are motivated toward work chiefly by the values of income and the concomitant factor of family support. No other motivating factor seems as salient in importance to these two.

(4) Pre-Project Responses Are Slightly More Intense in the Expression of Values and Reasons for the Work Ethic

Additional measures of motivations were made by means of the Occupational Value Scale devised by Franklin Kilpatrick (reported in Robinson, Athanasion, and Head, 1969).

This instrument attempts to assess the pattern (or relative importance) of occupational values among various occupational groups. The domain of values covered includes both intrinsic and extrinsic and general work factors.

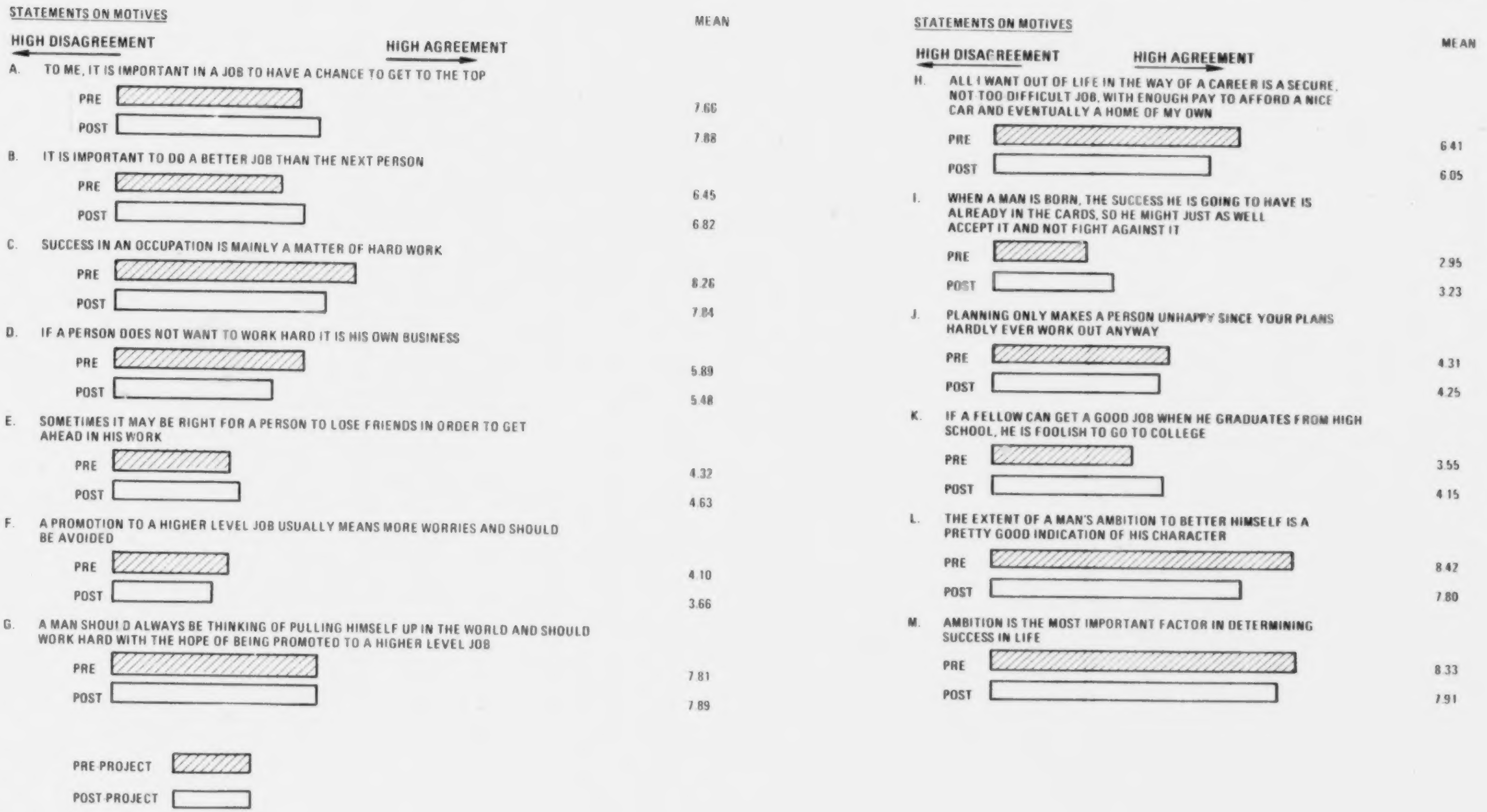
The Occupational Value Scale consists of statements placed by a respondent on a nonverbal ten-point agree-disagree scale. The statements are concerned with financial reward, occupational movement, status and recognition, personal relations on the job, occupational competitiveness, self-development, opportunity vs. security, sense of duty and many others. Exhibit XIV, following this page, presents results of these scales.

There are no great differences in the way in which each group rates the statements. The pattern of responses indicates work-oriented statements, however. For example, the pre-project group agrees more strongly on the importance of education and ambition as success factors (Statements K, L, and M). Both groups register very strong agreement on the ambition statements, but the pre-project group shows higher scores in each case. The pre-project group also shows more agreement with Statement C: "Success in an occupation is mainly a matter of hard work."

EXHIBIT XIV

Department of Employment Security
State of Vermont

MOTIVATION TOWARD JOBS AND SUCCESS IN LIFE



STATEMENTS ON MOTIVES		MEAN
A. TO ME, IT IS IMPORTANT IN A JOB TO HAVE A CHANCE TO GET TO THE TOP	PRE	7.66
	POST	7.88
B. IT IS IMPORTANT TO DO A BETTER JOB THAN THE NEXT PERSON	PRE	6.45
	POST	6.82
C. SUCCESS IN AN OCCUPATION IS MAINLY A MATTER OF HARD WORK	PRE	8.26
	POST	7.84
D. IF A PERSON DOES NOT WANT TO WORK HARD IT IS HIS OWN BUSINESS	PRE	5.89
	POST	5.48
E. SOMETIMES IT MAY BE RIGHT FOR A PERSON TO LOSE FRIENDS IN ORDER TO GET AHEAD IN HIS WORK	PRE	4.32
	POST	4.63
F. A PROMOTION TO A HIGHER LEVEL JOB USUALLY MEANS MORE WORRIES AND SHOULD BE AVOIDED	PRE	4.10
	POST	3.66
G. A MAN SHOULD ALWAYS BE THINKING OF PULLING HIMSELF UP IN THE WORLD AND SHOULD WORK HARD WITH THE HOPE OF BEING PROMOTED TO A HIGHER LEVEL JOB	PRE	7.81
	POST	7.89
H. ALL I WANT OUT OF LIFE IN THE WAY OF A CAREER IS A SECURE, NOT TOO DIFFICULT JOB, WITH ENOUGH PAY TO AFFORD A NICE CAR AND EVENTUALLY A HOME OF MY OWN	PRE	6.41
	POST	6.05
I. WHEN A MAN IS BORN, THE SUCCESS HE IS GOING TO HAVE IS ALREADY IN THE CARDS, SO HE MIGHT JUST AS WELL ACCEPT IT AND NOT FIGHT AGAINST IT	PRE	2.95
	POST	3.23
J. PLANNING ONLY MAKES A PERSON UNHAPPY SINCE YOUR PLANS HARDLY EVER WORK OUT ANYWAY	PRE	4.31
	POST	4.25
K. IF A FELLOW CAN GET A GOOD JOB WHEN HE GRADUATES FROM HIGH SCHOOL, HE IS FOOLISH TO GO TO COLLEGE	PRE	3.55
	POST	4.15
L. THE EXTENT OF A MAN'S AMBITION TO BETTER HIMSELF IS A PRETTY GOOD INDICATION OF HIS CHARACTER	PRE	8.42
	POST	7.80
M. AMBITION IS THE MOST IMPORTANT FACTOR IN DETERMINING SUCCESS IN LIFE	PRE	8.33
	POST	7.91

The Occupational Value Scale has been used elsewhere in research work; it is useful to compare our results with these "outside" results in order to improve our understanding of the motivation of the client groups within the total labor market. Overall average values for the scales have been established based on a national sample of 5,078 respondents, consisting of federal employees, members of the general labor force, high school, college, and graduate students, teachers, vocational counselors, and business personnel.

Exhibit XV, following this page, shows comparative results of the client groups with the national averages on selected statements. From the comparison data, the general conclusion seems to be that both the pre- and post-project groups profess the same general level of motivations and evaluation of the work ethic as the general labor force. One exception is the strength of agreement on the statement: "I would like my family to have most of the things my friends and neighbors have." On this statement the national group (mean = 7.40) indicates somewhat stronger motivation than either the pre-project group (5.65) or the post-project group (5.93). The data in Exhibit XV suggest that, although the client groups are motivated toward

EXHIBIT XV

Department of Employment Security
State of Vermont

COMPARISON OF CLIENT ATTITUDE AND MOTIVATION SCORES WITH NATIONAL AVERAGE SCORES

	Mean
To me it's important in an occupation to have the chance to get to the top	
Pre-project clients	7.66
Post-project clients	7.88
National sample	7.80
Success in an occupation is mainly a matter of hard work	
Pre-project clients	8.26
Post-project clients	7.84
National sample	7.30
I would like my family to have most of the things my friends and neighbors have	
Pre-project clients	5.65
Post-project clients	5.93
National sample	7.40
To me, work is nothing more than a way of making a living	
Pre-project clients	3.86
Post-project clients	4.33
National sample	4.20

inner-directed values of hard work and personal success, they are not as strongly motivated toward the outer-directed value of competition with peers.*

4. BOTH GROUPS ARE GENERALLY THE SAME ON THEIR PERCEPTIONS AND KNOWLEDGE OF THE CURRENT LABOR MARKET

Both groups were also questioned on their knowledge of where and how to look for jobs. On information sources on available jobs, both groups cited the State Employment Service as an important source. Newspaper want ads followed as a secondary source. Many clients cited more than one source, indicating their interest in finding a job. Table 23 displays data on sources of information.

---

*A recent study, Leonard Goodwin, Do the Poor Want to Work? (Wash., D. C., Brookings Institution, 1972) shows that the desire to work is as strong with the poor and with welfare recipients as with other persons, but a past history of failure in the job market affects a person's belief about his ability to achieve success. Thus, he is not so willing or ready to re-enter the competitive job market.

Table 23

Sources of Information on Available Jobs

How would you look for information to find out what jobs are available?

	Pre-Project	Post-Project
Newspaper want ads	33.7%	27.1%
State employment service	31.9%	37.4%
Friends and relatives	14.6%	12.6%
Direct visit to employer	16.5%	15.9%
Private employment agency	2.2%	1.1%
Other	1.1%	5.9%
D.K.	-	-
Total Responses	273*	270*

$X^2 = 13.74$ with 6 d.f.; significant $> .05 < .02$ level.

*Respondents allowed up to 3 sources mentioned.

Clients were also asked how they would apply for a job once they had learned about it. Table 24 displays the data. About 73% of each group say they would make a "personal visit to the employer" in applying for a job.

Table 24

Steps In Applying For A Job

Once you found out about a job, what would you do to apply for it?

	Pre-Project	Post-Project
Telephone employer	22.3%	16.2%
Personal visit to employer	72.3%	73.0%
Wait until referred by ES	2.3%	6.2%
Other	0.8%	3.9%
D.K.	2.3%	0.8%
Total Responses	130	130

$X^2 = 7.20$ with 4 d.f.; significant $> .2 < .1$.

On the question of general availability of jobs in Vermont, both groups displayed similar answers. 75% of the post-project group and 68% of the pre-project group say there are "fewer jobs" available today. Table 25 displays the data.

Table 25

Perception Of Job Market

In general, compared to other times, do you think there are more or fewer jobs available today in Vermont?

	Pre-Project	Post-Project
More	12%	11%
Fewer	68%	75%
Same	7%	5%
D. K.	13%	9%
Total Responses	130	130

$X^2 = 2.10$ with 3 d.f.; significant $> .7 < .5$ level.

5. IN SUMMARY, ATTITUDES AND MOTIVATION OF BOTH GROUPS APPEAR GENERALLY SIMILAR, BUT THE POST-PROJECT GROUP SEEMS MORE MOTIVATED TO WORK BY INCOME AND VALUES OF PRESTIGE AND JOB SATISFACTION

In comparing the attitudes and motivation of the pre-project group and the post-project group, the following statements can be made:

- Both groups are fairly similar on the Srole "world outlook" scale, indicating a median degree of optimism in facing life responsibilities.
- A majority of both groups admit they are "just getting by."
- The post-project group has higher expectations on their jobs in five years' time.

- Both groups see the concept of "work" as more "low paying," more "strict," and "not satisfying."

- Both groups indicate overall similar attitudes toward work, but the post-project group seems to have a more positive view of the prestige and income derived from working.

- The post-project group appears better motivated and more willing to work overtime hours.

- Support of family and increased self-respect are reported as main reasons for desiring a job.

- Both groups have a similar knowledge of Vermont labor conditions and see "fewer" jobs available now than at previous periods.

C. PROJECT OUTCOMES AND CLIENT CHARACTERISTICS

In this section we will compare three groups of post-project clients in order to identify what client characteristics and project experience variables are associated with project outcomes. The post-project clients have been separated into:

- Project Terminators A, 50 clients who terminated from the program "without good cause"

- Project Terminators B, 30 clients who left the program "with good cause"

- Project Completers, 50 clients who completed the program

These three groups will be compared in terms of their sociodemographic background and in terms of their attitudes and motivation toward work.

BACKGROUND CHARACTERISTICS

1. COMPARISON OF CLIENT DEMOGRAPHIC CHARACTERISTICS BY TERMINATION STATUS SHOWS NO SIGNIFICANT DIFFERENCES

The three subsamples of post-client respondents appear to be alike in terms of sex, marital status, age, race, education, head of household, applicant's income, and total family income. (See Tables 1 through 12.)

(1) For All Three Categories, the Majority of Respondents Were Male

The largest differential appeared for Terminators B, where 60% of the clients were male and 40% were female. Terminators A and Completers differed by less than 1%. Table 26 depicts these results.

Table 26

Termination Status by Sex

	Terminators A	Terminators B	Completers
Male	54.2%	60%	54%
Female	45.8%	40%	46%
Total Cases	50	30	50

X^2 = .31 with 2 d.f.; significant $> .9 < .8$ level.

(2) A Majority of Clients in All Three Categories Were Married at the Time of Their Participation in the Program

Table 27 shows that for all three groups more than half of the respondents were married at the time of their SWP experience. The table indicates fewer divorced clients among the Completers group (8%) than among the Terminators A (18.8%) or Terminators B (13.8%) group.

Table 27

Marital Status by Termination Category

	Terminators A	Terminators B	Completers
Single, never married	4.2%	13.8%	4%
Separated	8.3%	10.4%	12%
Divorced	18.8%	13.8%	8%
Widowed	0	0	6%
Married	68.8%	62.1%	70%
Total Cases	50	30	50

$X^2 = .31$ with 8 d.f.; significant at $> .99 < .98$ level.

Source: DES tapes.

(3) In Each of the Three Categories, Age of the Respondent Is Strikingly Similar

Table 28 shows that the largest percentage of respondents for all three groups falls within the 22-30 year age range; within this range are 44% to 47% of the respondents. For Completers one notices that more than 78% of the cases fall within the 22-40 year age range.

Table 28

Termination Status By Age

	Terminators A	Terminators B	Completers
Under 21	6.3%	6.6%	2%
22-30	44.0%	46.6%	46%
31-40	27.3%	20.0%	32%
41-50	16.8%	16.7%	16%
Over 50	6.3%	10.9%	4%
Total Cases	50	30	50

X^2 = 3.67 with 8 d.f.; significant at $> .95 < .90$ level.

(4) On the Variable of Race, the Post-Project Group Reflects the State Composition

All post-project group clients are white, except for one black person in the Completers group. Since the extremely low incidence of nonwhite clients reflects the racial makeup of the Vermont labor force, it can be simply said that our sample size does not permit inferences on how race is a determinant of project outcome. Table 29 is included as a basis for comparison with evaluation projects in other parts of the nation.

Table 29

Termination Status By Race

	Terminators A	Terminators B	Completers
White	100%	100%	98%
Black	0%	0%	2%
Total Cases	50	30	50

$X^2 = 1.37$ with 2 d.f.; significant $> .7 < .5$ level.

(5) Comparisons on Amount of Education Among the Three Client Groups Indicate Completers Have Slightly Higher Levels of Schooling

Table 30 shows that within each of the three groups approximately 90% of the clients have no college experience. Further, one notices that Completers have the largest percentage of high school and some college graduates (50%), followed by Terminators B (46.7%) and Terminators A (38%).

Table 30

Termination Status By Education

	Terminators A	Terminators B	Completers
None	4%	3.3%	0%
1-8 years	26%	30.1%	26%
9-11 years	32%	20.0%	22%
High School graduate	26%	36.7%	42%
Some College	4%	6.7%	4%
College graduate	8%	3.3%	6%
Total Cases	50	30	50

X^2 = 6.19 with 10 d.f.; significant $>.80 < .70$ level.

(6) Within Each Category, More Than Three-Fourths Of Client Respondents Were Heads of Households

Table 31 shows that of the three groups Terminators A had the highest percentage of heads of household (83%); only one percentage point separates the Terminators A from the Completers, however. There are no significant differences among the groups, as seen in Table 31.

Table 31

Termination Status By Head of Household

	Terminators A	Terminators B	Completers
Head of household	83%	76.7%	82%
Not head of household	17%	23.3%	18%
Total Cases	50	30	50

X^2 = .67 with 2 d.f.; significant $> .8 < .7$ level.

(7) There Appears to Be No Significant Difference Among the Three Groups Regarding Income

In each of the three groups nearly a majority of clients earned either nothing or under $1,000 per year. Table 32 below shows that a large percentage in each group had no income the previous year: 50% of Terminators B, followed by 46% of Completers and 34% of Terminators A.

Table 32

Applicant's Income By Termination Status

	Terminators A	Terminators B	Completers
None	34%	50.0%	46%
Under $1,000	14%	10.0%	12%
$1,000-$1,999	16%	6.6%	8%
$2,000-$2,999	8%	13.3%	14%
$3,000-$3,999	16%	16.6%	12%
$4,000-$4,999	6%	0%	2%
$5,000 or more	6%	3.3%	6%
Total Cases	50	30	50

$X^2 = 6.99$ with 12 d.f.; significant $> .9 < .8$ level.

(8) As With Applicant Income, There Appears to Be Little Difference Among Groups in Their Family Income

Table 33 shows that for total family income the majority of each group falls below the level of $4,000 per family per year. Again, in all the categories, 20 to 32% of the respondents had no family income at all in the previous 12 months.

Table 33

Family Income By Termination Status

	Terminators A	Terminators B	Completers
None	20%	23.3%	32%
Under $1,000	16%	10.0%	8%
$1,000-$1,999	18%	3.3%	6%
$2,000-$2,999	8%	26.6%	12%
$3,000-$3,999	20%	29.6%	24%
$4,000-$4,999	10%	0	8%
$5,000 or more	8%	6.6%	10%
Total Cases	50	30	50

2. COMPLETERS HAVE A SLIGHTLY BETTER PRE-PROJECT EMPLOYMENT HISTORY THAN THOSE WHO TERMINATED FROM THE PROGRAM

Table 34 compares the three groups on years of employment prior to SWP participation. No difference is evident between Completers and the Terminators A group. The Terminators B group has less employment experience prior to SWP participation.

Table 34

Years of Employment Before SWP By Termination Status

	Terminators A	Terminators B	Completers
None	8%	6.7%	4%
1-5	42%	53.3%	36%
6-10	24%	13.3%	32%
11-15	8%	16.7%	12%
15 or more	18%	10.0%	16%
Total Cases	50	30	50
Mean	8.5 years	7.4 years	8.6 years

$X^2 = 6.06$ with 8 d.f.; significant $> .7 < .5$ level.

(1) Within the Last 12 Months, a Higher Percentage of Completers Have Been Employed Than Terminators

Table 34 shows that only 4% of Completers have not held a job within the last 12 months, compared to 8% of Terminators A and almost 7% of Terminators B. Table 35 indicates for those who have worked, there appears to be more job stability within the Completer group than its terminating counterparts. Of the Completers, 58% have held only one job during this period, whereas only 36% of Terminators A, and 43.3% of Terminators B have held only one job within the last 12 months.

Table 35

Number of Jobs Held in Last 12 Months
By Termination Status

	Terminators A	Terminators B	Completers
None	40%	36.7%	18%
1	36%	43.3%	58%
2	12%	13.4%	18%
3	8%	6.7%	6%
4 or more	4%	0 %	0%
Total Cases	50	30	50

$X^2 = 10.92$ with 8 d.f.; significant $> .3 < .2$ level.

(2) Completers Have A Higher Wage Per Hour For Their Highest Paid Job Than Terminators

Table 36 shows that in addition to having a better work history and job stability record, Completers also have a higher hourly mean salary for "the highest wage earned." The average wage per hour is $1.94 per hour for Terminators B, $2.01 for Terminators A, and $2.31 for Completers.

In addition, Table 36 indicates that 24% of Terminators A and 50% of Terminators B earned less than $2.00 per hour, compared to 32% of Completers. Table 36 indicates that the two termination groups are fairly close on highest earnings but that the Completer group had higher average (mean) earnings.

Table 36

Highest Wage Earned By Termination Status

	Terminators A	Terminators B	Completers
No wage experience	8%	3.3%	0%
Under $1.00	2%	3.3%	2%
$1.00-$1.49	2%	6.7%	6%
$1.50-$1.99	20%	40.0%	24%
$2.00-$2.49	36%	20.0%	30%
$2.50-$2.99	10%	13.3%	14%
$3.00-$3.49	2%	3.3%	12%
$3.50-$3.99	10%	10.0%	8%
$4.00-$4.49	4%	0 %	0%
$4.50 or more	0%	0 %	4%
Total Cases	50	30	50
Mean	$2.01	$1.94	$2.31

$X^2 = 21.8$ with 20 d.f.; significant $> .5$ $< .3$ level.

3. A LARGER PERCENTAGE OF TERMINATORS HAVE RECEIVED WELFARE AND HAVE RECEIVED IT FOR LONGER PERIODS OF TIME THAN COMPLETERS

Table 37 shows that at the time of enrollment in the SWP program 71.4% of Terminators A and 83.3% of Terminators B were receiving welfare or food stamps, whereas 66% of Completers were receiving some form of welfare benefits.

Table 37

Welfare Status at Entry to SWP

	Terminators A	Terminators B	Completers
Not receiving welfare	28.6%	16.7%	34%
AFDC	42.9%	53.3%	40%
GA	18.4%	10.0%	18%
AFDC & GA	6.1%	16.7%	8%
AFDC & other than GA	0 %	3.3%	0%
GA & other than AFDC	2.1%	0 %	0%
Food stamps	2.1%	0 %	0%
Total Cases	50	30	50

X^2 = 13.08 with 12 d.f.; significant $> .5 < .3$ level.

Source: DES tapes.

Table 38 shows length of time on welfare prior to SWP (up to 5 years). Overall, there is greater welfare dependency among Terminators B, with 73.3% of this group on AFDC. Further, both Terminators A and B had higher percentages (18 and 20%) of persons on welfare for 2-5 years compared with Completers (12%). Thus, more and longer periods of dependency differentiate Terminators from Completers.

Table 38

Length of Time on Welfare in Past Five Years*

	Terminators A	Terminators B	Completers
Not on AFDC	50%	26.7%	52%
1-12 mos.	24%	30.0%	30%
13-24 mos.	8%	23.3%	6%
25-60 mos.	18%	20.0%	12%
Total Cases	50	30	50

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*Covers only those on AFDC prior to SWP entry.

Source: DES tapes.

4. CLIENTS TERMINATING WITH GOOD CAUSE (GROUP B) AND WITHOUT GOOD CAUSE (GROUP A) HAD SIGNIFICANTLY MORE BARRIERS TO EMPLOYMENT THAN PROJECT COMPLETERS

At the point of entry into SWP all clients had at least one barrier to employment. When clients are compared by termination status, however, the two groups of Terminators had significantly more barriers than the group that completed the project. Table 39 shows that 44% of Completers had two barriers, while 57% of Terminators B (with good cause) and 56% Terminators A (without good cause) had two barriers. Table 39 shows these results and the distribution of the three groups by number of barriers to employment.

Table 39

Number of Barriers to Employment Prior to SWP

	Terminators A	Terminators B	Completers
One barrier	100%	100%	100%
Two barriers	56%	57%	44%
Three barriers	12%	17%	14%
Four barriers	2%	7%	6%

Source: post-project survey.

(1) The Type of Barrier to Employment Did Not Differ Significantly Among the Three Categories

Table 40 shows that for all three categories the barriers that appeared the most frequently were family responsibilities and health problems. There is relatively little difference among the three groups on kinds of barriers. A notable number of the Terminators B group (35%) cite the reason "looked but could not find work" as a major barrier to work.

Table 40

Most Important Barrier to Employment By Termination Status

	Terminators A	Terminators B	Completers
Family responsibilities	17%	23.7%	19%
Health problems	19%	22.7%	23%
Handicapped	0%	0 %	6%
Transportation problems	6%	0 %	0%
Lack of education	4%	0 %	2%
Retired or think self too old	0%	0 %	0%
Looked but could not find work	12%	35.0%	18%
Employers think too old or too young	2%	0 %	0%
Lack of references	0%	0 %	0%
Police record	2%	0 %	0%
Addiction (alcohol, drugs)	0%	6.9%	0%
Union problems	0%	0 %	0%
Lack of tools, licenses, or special certificates	0%	0 %	0%
Do not want to work	2%	0 %	0%
Lack of skill	2%	6.9%	0%
Lack of experience	4%	3.5%	2%
Available jobs do not pay enough	4%	3.5%	4%
Nonsalable skill	2%	0 %	0%
Going to school	2%	3.5%	0%
Seasonal skill	4%	3.5%	2%
Laid off	2%	3.5%	8%
Other	8%	5.3%	6%
D.K.	8%	17.2%	10%
Total Cases	50	30	50

(2) Firings, Low Pay, and Family Problems Were Cited as Reasons for Termination by the Group Who Left the Program Without Good Cause

When asked why they left the program, clients terminating without good cause (Terminators A) cited these reasons predominantly:

Fired by Employer	20%
Pay Too Low	15%
Family Problem	15%
Refused to Continue	14%
Transportation Problem	12%

Among the reasons for leaving the program are different kinds of barriers or obstacles to permanent employment. Some reasons are complex, and no manpower program is likely to design a totally effective service to overcome it (for example, the reason "refused to continue"). Other reasons are genuine barriers for which a service exists (for example, "transportation problems"). A primary measure of program success is the degree to which a barrier, such as a transportation problem, is removed.

Table 41

Reason for Termination From SWP
(post-project interview)

	Terminators A	Terminators B
Fired by employer	20%	7%
Refused to continue	14%	-
Expected to lose benefits	-	-
Health problems	9%	30%
Transportation problems	12%	7%
Family problems	15%	11%
Pay too low	15%	-
Pregnancy	-	11%
Institutionalized	2%	-
Moved out of area	-	-
Transferred to other program	-	4%
Full-time schooling	-	4%
Found own employment	2%	7%
Other	10%	19%
D.K.	1%	-
Total Cases	49*	27*

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*Questions not asked of all persons in groups.

X^2 = 26.6 with 14 d.f.; significant > .05 <.02 level.

Table 41 indicates that the most salient barriers (or reasons) for not completing the E&D work experience for both terminator groups were:

- Health problems
- Fired by employer
- Family problems
- Transportation problems
- Pay too low
- Refusal to continue

The list above shows a range of reasons for termination from the program. Some reasons (for example, "refusal to continue") indicate very difficult adjustment problems, which services can sometimes fail to help. Other reasons, however, such as health and transportation, seem to be within the scope of the E&D program resources. In the case of family problems, some sort of screening or counseling or service provision should have assisted in overcoming the problem.

On the basis of Table 41, it seems fair to conclude that, with the Terminator A group, in some cases clients failed because they themselves were "at fault" and did not make the minimal effort to "stay in" the program. In other cases, where a barrier caused the client to terminate, the project failed either in its screening process or in its service provision.

In cases of some barriers, which are removable by an available service, Table 41 points to a failure of the E&D service system in terms of:

- Not delivering any service at all
- Delivering a service not matched to reason for termination

- Delivering the right service but not having any impact
- Client receiving service but not responding to it
- E&D not having any service for the barrier or problem

In all cases, the barriers point out problem areas in the E&D service system in failing to effectively help clients to improve their employability.

It will be recalled that in the E&D project design a major feature differentiating it from conventional manpower programs is the comprehensive and intensive support services component. In this regard, the fact that 36% of Terminators A left the project for family problems, transportation problems, health problems (Table 40)--in short, unsolved service problems--seems to point to deficiencies in service delivery and impact. Required services either were not delivered or, if delivered, had no effect in helping resolve the client's problem. In either event, this apparent deficiency in the E&D service systems needs closer attention, more intensive research, and, hopefully, eventual correction. The redesign of service system to deal with problems would result in significantly improved completion placement rates.

ATTITUDES AND MOTIVATIONS OF POST-PROJECT CLIENTS

Attitudes and motivations toward work are another area in which major differences were found among the three groups of post-project clients.

1. EXPECTATIONS REGARDING WORK AND ITS CONCOMITANT SALARY ARE HIGHER AMONG COMPLETERS THAN NONCOMPLETERS

In order to obtain client expectations toward work and salary, several "ladder" questions were asked:

- Where on the ladder do you expect to have a job 3 years from now?
- What do you expect to be earning 5 years from now?
- What do you expect to be earning 10 years from now?

In addition, the post-project group was asked to cite the wages they expected to be earning in the future.

The data in Table 42 indicate a trend compatible with the hypothesis that Completers have higher expectations than those who terminate. When asked what they expected to be earning in 5 years, the three groups were consistent with the hypothesis. Only 4% of Completers expected to make less than $100 per week, whereas 24.5% of Terminators A and 20% of Terminators B expected to earn less than $100 per week.

Table 42

Expected Income in Five Years by Termination Status

	Terminators A	Terminators B	Completers
Less than $25	0 %	0 %	0%
$25-50	0 %	3.3%	2%
$50-75	14.3%	3.3%	2%
$75-100	10.2%	13.3%	0%
$100-125	16.3%	26.7%	22%
$125-150	14.3%	23.3%	26%
$150-200	16.3%	10.0%	16%
$200 or more	16.3%	10.0%	12%
D.K.	12.3%	10.0%	20%
Total Cases	50	30	50

Expectational responses show that Completers see themselves as earning more money 10 years from now than their terminating counterparts. Only 8% of Completers expect to earn less than $125 per week 10 years from now, whereas 24% of Terminators A and 33.4% of Terminators B see themselves as making no more than $125 in 10 years from now. Thus, it may be said that as a group Completers have higher expectational levels than their counterparts who have not completed the program.

Table 43

Expected Income in 10 Years By Termination Status

	Terminators A	Terminators B	Completers
Less than $25	0%	0 %	0%
$25-50	0%	0 %	2%
$50-75	8%	6.7%	0%
$75-100	12%	10.0%	4%
$100-125	4%	16.7%	2%
$125-150	14%	23.3%	14%
$150-250	26%	23.3%	28%
More than $250	16%	6.7%	18%
D.K.	20%	13.3%	32%
Total Cases	50	30	50

$X^2 = 21.14$ with 16 d.f.; significant $> .20$ $< .10$ level.

2. THOSE CLIENTS WHO ARE COMPLETERS HAVE A SOMEWHAT LESS PESSIMISTIC VIEW OF THE WORLD, IN GENERAL, THAN THOSE WHO HAVE DROPPED OUT OF THE PROGRAM

A seven-item Srole scale was devised to measure the clients' view of the world. They were asked to respond to what extent they agreed or disagreed with the seven statements. If they strongly agreed with the statement, they were assigned the score of 1. Those only agreeing with the statement scored 2. If they were neutral, they were assigned a score of 3. The score of 4 was given to those who disagreed, and 5 was given to those who strongly disagreed. A 7 was scored for highest disagreement.

What is evident in Table 44 is that the outlook and attitude of all three groups was one of negativism or a sense of hopelessness. This was most evident in Terminators A, who had a mean score of 2.57 for all seven items. Terminators B were somewhat less pessimistic, having a mean of 2.69. Completers seemed to exhibit the least pessimism (mean score 2.86) as compared with the other two groups. Completers therefore are more optimistic about the world than Terminators.

Table 44

View of World by Termination Status
(by means)

	Terminators A	Terminators B	Completers
There is very little we can do to prevent prices from going higher.	2.58	2.90	2.88
This world is run by a few people in power and there is not much the little guy can do about it.	2.74	2.80	2.92
In spite of what some say, the average man's situation is getting worse.	2.52	2.28	2.54
Nowadays a person has to live pretty much for today and let tomorrow take care of itself.	2.98	2.80	3.32

Table 44 (continued)

	Terminators A	Terminators B	Completers
These days a person doesn't really know who he can count on.	2.24	2.43	2.80
Public officials often aren't really interested in the problems of the average man.	2.34	2.77	2.36
It's hardly fair to bring children into the world.	2.72	2.77	3.22
Total Mean	2.57	2.69	2.86

3. COMPLETERS ALSO HAVE A MORE POSITIVE ATTITUDE TOWARD THE WORLD OF WORK AND THE WORK ETHIC

To arrive at this assessment three sets of questions were analyzed:

- Ten-item semantic differential scale on welfare was formulated.
- Ten-item semantic differential scale on work was formulated.
- Statement that spare time activities are more enjoyable than work.
- Fifteen-item attitude scale on the client's view of the world of work.

4. COMPLETERS VIEW WELFARE AS "LESS VALUABLE" THAN TERMINATORS ON THE SEMANTIC DIFFERENTIAL SCALE

With the use of the semantic differential scale, three dimensions of an attitude can be distinguished. These are: the evaluative aspect, whether a concept is seen as good or bad; the potential aspect, which is how powerful (strong/weak) an object is; and the active aspect, which is concerned with the "dynamic activity of an object."

Respondents were given 10 sets of opposite constructs as follows:

	1	2	3	4	5	6	7	
Fair	___	___	___	___	___	___	___	Unfair
Inactive	___	___	___	___	___	___	___	Active
Steady	___	___	___	___	___	___	___	Unsteady
Secure	___	___	___	___	___	___	___	Insecure
Worthless	___	___	___	___	___	___	___	Valuable
Right	___	___	___	___	___	___	___	Wrong
Handout	___	___	___	___	___	___	___	Deserving
Necessary	___	___	___	___	___	___	___	Unnecessary
Dependent	___	___	___	___	___	___	___	Self-reliant
Honest	___	___	___	___	___	___	___	Dishonest

The respondents were then asked to place an "X" along a seven-dash continuum. Each dash was given a value from 1 to 7, indicating a seven-point scale. The placement of the "X's" along the continuum were then averaged. Table 45 shows the mean score for each item by the three groups. Terminators A (mean 2.3) see welfare as more valuable than Completers (mean 2.9). Another difference between means appears on the dimension "honest. . . dishonest." Completers appear to be more closely related in terms of means (mean 1.1) to the "honest" side of the continuum compared to Terminators A (mean 2.8) and Terminators B (mean 3.0).

Table 45

Welfare Semantic Differential by Termination Status
(by Means)

	Terminators A	Terminators B	Completers
Fair ... Unfair	3.5	3.7	3.5
Inactive ... Active	2.6	3.4	2.8
Steady ... Unsteady	3.2	3.0	2.8
Secure ... Insecure	3.7	3.5	3.3
Worthless ... Valuable	2.3	3.1	2.9
Right ... Wrong	3.1	3.4	3.4
Handout ... Deserving	2.8	4.0	3.1
Necessary ... Unnecessary	2.3	2.3	2.0
Dependent ... Self-reliant	3.8	4.0	3.9
Honest ... Dishonest	2.8	3.0	1.1

5. THE SEMANTIC DIFFERENTIAL ON WORK INDICATES THAT COMPLETERS SEE WORK AS MORE IMPORTANT AND MORE PLEASANT THAN THOSE WHO TERMINATED WITHOUT GOOD CAUSE

The semantic differential provides certain factors that indicate one's orientation toward a specific concept. In this case, as shown in Table 45, Completers, who have appeared to be more highly motivated as indicated in prior sections, also have a somewhat different orientation toward work than their terminating counterparts. Using ten polarized constructs that are rated on a continuum from 1 to 7, the greatest difference occurs when considering the constructs of "unimportant...important." Here, the Completers (mean 1.8) rate work toward the "unimportant" end of the continuum, compared to the mean of 2.5 for Terminators A.

In addition, Completers rate the concept work more closely with pleasant (mean 1.8) than do members of the Terminators B group (mean 2.4) and the Terminators A group (mean 2.2).

Generally, it appears that the more motivated Completers, who display more of a positive attitude toward aspects of the world of work and the world in general, also have more of a favorable attitude toward work and welfare than their terminating counterparts.

Table 46

Work Semantic Differential by Termination Status
(in means)

	Terminators A	Terminators B	Completers
High paying ... Low paying	3.6	4.2	4.0
Unimportant ... Important	2.5	1.5	1.8
Pleasant ... Unpleasant	2.2	2.4	1.8
Not satisfying ... Satisfying	2.0	2.3	1.8
Necessary ... Unnecessary	1.5	1.7	1.5
Clean ... Dirty	2.8	2.3	2.8
Early ... Tardy	1.9	1.9	1.9
Flexible ... Strict	3.3	3.2	3.2
Rewarding ... Unrewarding	1.8	2.1	2.0
Respect ... Dishonorable	1.4	1.3	1.5

6. A GREATER PERCENT OF COMPLETERS THAN NONCOMPLETERS SAW WORK AS MORE ENJOYABLE THAN SPARE-TIME ACTIVITIES

A further indication of this more positive attitude toward work is exhibited by the responses to the statement: "Spare-time activities are more enjoyable than regular work." Whereas 48% of Completers disagreed with the statement, only 36.7% of Terminators disagreed.

Table 47

"Spare-Time Activities are More Enjoyable Than Regular Work" by Termination Status

	Terminators A	Terminators B	Completers
Yes	57.2%	63.3%	52%
No	36.7%	36.7%	48%
D.K.	6.1%	0	0
Total Cases	50	30	50

$X^2 = 6.04$ with 4 d.f.; significant at $> .20 < .01$.

7. COMPLETERS HAVE A MORE POSITIVE ATTITUDE TOWARD THE WORLD OF WORK AND THE ROLE WORK SHOULD PLAY IN AN INDIVIDUAL'S LIFE

Fifteen items selected to tap various attitudes regarding the world of work and what role work should play in a person's life indicate that Completers have a more positive approach to work as a means to an end. Clients were asked to rate responses on a 1-10 scale, with 1 meaning they strongly disagreed and 10 meaning they strongly agreed with the statement. As seen in Table 48, the statement "Work should be the most important part of a person's life" indicates to some extent the positive role of work seen by Completers. Their mean score of 5.9 is higher than the scores of noncompleters. Another indication of this view of what role work should play in an individual's life is the responses the three groups gave to the statement "Work is nothing more than a way of making a living." The mean score of 3.44 for Completers indicated that their disagreement with the statement was stronger than that of Terminators. Also, Completers have a higher mean score of agreement than the other two groups on the statement "A man should feel a sense of pride in his work."

8. THERE APPEARS TO BE NO DIFFERENCE AMONG THE THREE GROUPS IN THEIR MOTIVATION TO WORK OVERTIME DURING THE WEEK

Clients were asked if they would work two hours of overtime per day at time-and-a-half salary. As seen in Table 48, at least 80% of each group answered affirmatively.

Table 48

Attitude Toward World of Work by Termination Status

	Terminators A	Terminators B	Completers
To be really successful in life you have to care about making money	6.78	5.20	7.12
After you are making enough money to get along, then making more is not very important	5.96	5.27	5.27
Work should be the most important part of a person's life	5.38	5.10	5.90
I would like my family to be able to have most of the things my friends and neighbors have	6.54	4.97	5.18
It's more important for a job to offer opportunity than security	6.02	4.53	5.36
To me, work is nothing more than a way of making a living	4.04	4.27	3.44
Most jobs are routine and monotonous	5.52	5.40	4.02
Main reason people are poor is because they don't work hard enough	3.48	4.10	3.64
I like the kind of work you can forget about after work day is over	6.50	5.93	6.86
A man should feel a sense of pride in his work	9.34	8.87	9.64
A man who has a good job is respected in the neighborhood	7.22	7.03	7.08
Nowadays, with world conditions the way they are, the wise person lives for today and lets tomorrow take care of itself	5.46	5.07	3.40
Nothing in life is worth the sacrifice of moving away from your parents	3.06	2.33	2.68
The money I save gives me at least as good a feeling as the things I buy	7.58	7.03	7.24
Money is made to spend, not save	5.82	4.40	4.30
Total Mean	5.91	5.30	5.41

Table 49

Overtime During the Week, by Termination Status

	Terminators A	Terminators B	Completers
Yes	88%	80%	88%
No	12%	20%	12%
Total Cases	50	30	50

$X^2 = 1.14$ with 2 d.f.; significant $> .70 < .50$ level.

Carrying it further, the respondents were then asked how many days a week they would work overtime. There are no real differences between the groups on their attitudes toward working overtime, as indicated in Table 50.

Table 50

Number of Days Overtime, by Termination Status

	Terminators A	Terminators B	Completers
One day	0	10.0%	4.2%
Two days	2.0%	10.0%	6.3%
Three days	14.0%	13.3%	6.3%
Four days	0	3.3%	4.2%
Five days	84.0%	63.3%	79.2%
D.K.	0	0	0
Total Cases	50	30	50

$X^2 = 9.34$ with 10 d.f.; significant $> .50 < .30$.

This orientation toward overtime indicates a common work-orientation pattern. When the respondents were asked (Table 51) if they would work overtime on Saturday, on Sunday, or on both days, each group responded with similar eagerness to carry out such extra work. Tables 49, 50, and 51 reflect this similarity in attitudes toward overtime work.

Table 51

Willingness To Work on Weekends, by Termination Status

Would work:	Terminators A	Terminators B	Completers
... on Saturdays			
Yes	84.1%	79.9%	81.4%
No	13.6%	21.7%	18.6%
D.K.	2.3%	4.4%	0
Total Cases	50	30	50

$X^2 = 2.19$ with 4 d.f.; significant $> .80 < .70$.

... on Sundays			
Yes	53.5%	47.8%	41.9%
No	46.5%	47.8%	58.1%
D.K.	0	4.4%	0
Total Cases	50	30	50

$X^2 = 7.72$ with 4 d.f.; significant $> .20 < .10$

... both days			
Yes	53.8%	50.0%	50.0%
No	46.2%	33.3%	50.0%
D.K.	0	16.7%	0
Total Cases	50	30	50

$X^2 = 17.11$ with 4 d.f.; significant $> .01 < .001$.

9. COMPLETERS ARE MORE MOTIVATED TO LEAVE THEIR PRESENT HOMES AND RELOCATE TO ACCEPT NEW EMPLOYMENT

One would expect that motivation would be low for all three groups to relocate because of the rural, tradition-bound, and conservative environment in which most of these clients have spent their entire lives. This does not seem to be the case for Completers, however; 88% indicated they would move to accept a job. Terminators were less willing to move, although about 72% of each group indicated they would be willing to move.

Table 52

Willingness To Relocate, by Termination Status

	Terminators A	Terminators B	Completers
Move	72%	73%	88%
Stay	26%	27%	10%
D.K.	2%	0%	2%
Total Cases	50	30	50

$X^2 = 5.59$ with 4 d.f.; significant $> .30 < .20$.

10. GENERALLY, COMPLETERS APPEAR TO BE MORE HIGHLY MOTIVATED TO SEEK EMPLOYMENT IN WELL-PAYING JOBS RATHER THAN REMAINING ON WELFARE

There appears to be quite a difference among groups when the respondents were asked: "If you were offered a job that included (specified) undesirable elements* and paid the same as your monthly welfare check, which would you accept?" As seen in Table 53, 64% of Completers said they would rather work. Only 46.7% of Terminators B (left the program with good cause) and 38.8% of Terminators A (left the program without good cause) stated definitely that they would take the job.

Table 53

Accept Job or Welfare, by Termination Status

	Terminators A	Terminators B	Completers
Job	38.8%	46.7%	64%
Welfare	53.7%	40.0%	28%
D.K.	8.2%	13.3%	8%
Total Cases	50	30	50

$X^2 = 8.24$ with 4 d.f.; significant $> .10 < .05$.

If offered the alternative of an easy job with low pay or a hard job with high pay, a larger percentage of Completers than Terminators would accept the hard job with high pay. Table 54 shows these statistics.

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*The undesirable elements were taken from the client's response to a question on the most and least desirable features about a job.

Table 54

Choice of Easy Job--Low Pay, Hard Job--High Pay, by Termination Status

	Terminators A	Terminators B	Completers
Easy/low	24%	13%	6%
Hard/high	74%	87%	94%
D.K.	2%	0%	0%
Total Cases	50	30	50

$X^2 = 10.19$ with 4 d.f.; significant $> .05 < .02$.

The table reinforces the idea that the Completers seem to be more highly motivated by such things as a higher income even if it means harder work.

Table 55 introduces the motivational factors of job security versus job opportunity, yet the findings remain consistent. A majority of Completers (56%), if presented with a choice, would choose opportunity over security, even if there was a 50-50 chance of losing the job. This contrasted with the noncompleters, where less than half would choose opportunity over security.

Table 55

Job Opportunity Versus Job Security by Termination Status

	Terminators A	Terminators B	Completers
Poor pay, would not lose (security)	50%	70%	44%
Good pay, chance of losing (opportunity)	48%	30%	56%
D.K.	2%	0%	0%
Total Cases	50	30	50

$X^2 = 6.71$ with 4 d.f.; significant $> .20 < .10$.

11. THERE ARE ONLY SLIGHT DIFFERENCES BETWEEN THE COMPLETERS AND TERMINATORS IN REASONS FOR WANTING A JOB AND ELEMENTS OF SATISFACTION AND DISSATISFACTION IN A PARTICULAR JOB

As shown in Table 56, among the three categories the reason most stated for working was "to support my family." The only major difference among the groups is that 22% of Completers indicated they wanted to work in order to increase their incomes, whereas only 14% of those who terminated "without good cause" and 6.9% of those who terminated "with good cause" indicated this as a primary motivation. This, again, seems to buttress the contention that Completers seem to be more motivated in terms of seeking a job with higher salaries.

Table 56

Reason for Working, by Termination Status

	Terminators A	Terminators B	Completers
Support family	40%	38.0%	36%
Bring family back together	0%	0%	0%
Pay off bills, get out of debt	4%	0%	6%
Increase my income	14%	6.9%	22%
Get off welfare	0%	6.9%	4%
Learn new skill	0 %	3.5%	0%
Get away from home	8%	17.3%	14%
Increase own self respect	18%	20.7%	16%
Confidence in others	16%	6.9%	2%
D.K.	0%	0%	0%
Total Cases	50	30	50

X^2 = 19.83 with 18 d.f.; significant $> .5 < .3$.

Tables 57 and 58 indicate the most satisfying and the least satisfying features of a job. Each category had similar distribution with regard to both the satisfying and dissatisfying aspects of a job. A majority of the respondents in each group saw working conditions and pay as the most important elements of a job, indicating they would not be satisfied unless there were both good working conditions and good pay. One notable statistic in Table 57 is that 16% of Completers, as opposed to only 8.7% of Terminators A and 3.3% of Terminators B, indicated that interesting work is what makes a job satisfying.

Table 57

Factors That Make Work Satisfying, by Termination Status

	Terminators A	Terminators B	Completers
Good working conditions	39.1%	30.0%	28%
Good pay	26.1%	30.0%	32%
Opportunity for advancement	0 %	3.3%	4%
Interesting work	8.7%	3.3%	16%
Location	2.2%	6.7%	0 %
Pleasant boss	4.3%	6.7%	2%
Good co-workers	2.2%	13.3%	6%
Security	2.2%	0 %	4%
Not high-pressured	2.2%	0 %	0%
Tools and equipment	0 %	0 %	0 %
Other	13.0%	3.3%	4%
D.K.	0 %	3.3%	4%

X^2 = 27.31 with 22 d.f.; significant $> .20 < .10$.

Table 58

Least Satisfying Factors, by Termination Status

	Terminators A	Terminators B	Completers
Bad working conditions	30%	26.7%	26.5%
Poor pay	30%	26.7%	18.4%
No opportunity for advancement	0%	0%	2.1%
Uninteresting work	2%	0%	18.4%
Location bad	2%	0%	0%
Difficult boss	14%	13.3%	10.2%
Unfriendly co-workers	8%	20.0%	10.2%
No security	2%	3.3%	6.1%
High-pressured	2%	0%	2.1%
Lack of tools and equipment	0%	6.7%	0%
Other	8%	3.3%	2.1%
D.K.	2%	0%	4.1%
Total Cases	50	30	50

X^2 = 32.13 with 22 d.f.; significant > .01 < .001.

12. OF THE FIFTEEN MOTIVATIONAL ITEMS, THOSE THAT DEAL DIRECTLY WITH ADVANCEMENT ON THE JOB INDICATE THAT COMPLETERS ARE MORE HIGHLY ACHIEVEMENT-ORIENTED OR MOTIVATED THAN THEIR COUNTERPARTS IN THE OTHER TWO GROUPS

The respondents were asked to what extent they agreed with various statements regarding work and success in life. The responses ranged from a rating of 1, which indicated they strongly disagreed, to a rating of 10, which meant they strongly agreed with the statement. As shown in Table 59, Completers consistently were more positive in their motivations with regard to a number of items dealing specifically with achievement on the job. Those items are:

- "If a person can get away with it, he should try to work just a little slower."
- "A promotion to a higher level job usually means more worries and should be avoided."
- "All I want out of a career is a secure, not too difficult, job with enough pay to afford a nice car and eventually a home of my own."
- "If a fellow can get a good job when he graduates from high school, he's foolish to go to college."

For all of the previous statements, the Completers had the lowest mean of the three groups, indicating that they disagreed most strongly as a group with the lack of motivation implied in each of the statements. Thus, as a group, it would appear again that Completers are the most highly motivated of the three groups.

Table 59

Measures of Motivations Toward Jobs and Success in Life, by Termination Status

	Terminators A	Terminators B	Completers
To me, it is important in a job to have the chance to get to the top	8.14	7.33	7.82
It is important to do a better job than the next person	7.18	6.83	6.46
Success in an occupation is mainly a matter of hard work	8.10	7.37	7.88
If a person does not want to work hard, it is his own business	6.22	4.77	5.16
To get ahead, I would be willing to move to another part of the country	6.28	6.70	4.82
Sometimes it may be right for a person to lose friends in order to get ahead in his work	5.04	4.43	4.34
If a person can get away with it, he should try to work just a little slower	3.56	3.40	2.78
A promotion to a higher level job usually means more worries and should be avoided	4.20	3.97	3.12
A man should always be thinking about pulling himself up in the world and should work hard with the hope of being	8.10	7.67	7.86
All I want out of a career is a secure, not too difficult, job with enough pay to afford a nice car and eventually a home of my own	7.16	5.66	5.18
When a man is born, the success he is going to have is already in the cards, so he might just as well accept it and not fight against it	4.16	2.45	2.71
Planning only makes a person unhappy since your plans hardly work out anyway	4.70	4.37	3.72
If a fellow can get a good job when he graduates from high school, he is foolish to go to college	4.26	4.67	3.72
The extent of a man's ambition to better himself is a pretty good indication of his character	8.44	7.37	7.42
Ambition is the most important factor in determining success in life	7.78	8.40	7.73

D. PROJECT OUTCOMES AND PROJECT EXPERIENCE

In this section, project Completers and Terminators are compared in terms of their project experience. This analysis will identify elements of project experience associated with successful and unsuccessful outcomes.

1. PROJECT COMPLETERS INDICATED MORE SATISFACTION WITH THEIR SWP JOB SLOT AND CLIENT-SUPERVISOR RELATIONS

An obvious and important element of a work experience program is client satisfaction because a satisfied worker is a steady worker. In this portion of the study we are not asking if satisfaction is related to successful outcomes. Rather, we are asking:

- What are the particular and specific aspects of the work experience that elicit most satisfaction?
- Are these elements associated more with Completers than with Terminators?

The following questions were asked of the groups in order to tap degrees of satisfaction with their work experience:

13. Now let's talk specifically about the work you did during the FAP project at (SPECIFY WORK SITE LOCATION)_______________

I am going to ask you about how satisfied you were with various things about your FAP job and I'd like you to answer in one of three categories: Satisfied, Dissatisfied or Neither Satisfied Nor Dissatisfied

Now, were you satisfied, dissatisfied or neither with:

A. The work you were doing in this job
B. Your paycheck
C. The supervisor you had
D. The location of your work site
E. The tools (equipment) you were provided
F. The people you worked with
G. The conditions at your work site
H. The job skills you learned

(ASK RESPONDENT TO EXPLAIN EACH RESPONSE)

A. (EXPLAIN) __________________________
____

19. I'd like to know your opinion of your on-the-job supervisor.

Were you satisfied, dissatisfied, or neither with the supervisor in terms of:

A. The amount of time he spent with you
B. His understanding of your problems
C. His willingness to help you
D. How he felt about you
E. How well he helped you to learn new skills
F. His respect for you
G. His appreciation of your work
H. His interest in you

(1) Comparison of Client's Satisfaction With SWP Job Slot by Termination Status Shows That Satisfaction Was Associated With Successful Project Outcomes

Table 60 shows those elements of the SWP job that the clients judged satisfactory. The table shows that on the three reported items Completers were more satisfied with their work experience than Terminators. On other job items, such as

- Work performed on job
- Paychecks
- Tools
- Job skills

there are no clear differences by project outcome. We might point out that personal elements surrounding the job slot, that is, supervision and co-workers, more clearly distinguish Completers than nonpersonal elements, such as tools and skills. This suggests that personal (client-employer) interrelations are an important determinant of project success.

Table 60

Satisfaction With Job Slot
(post-project interview)

Answered "Satisfied" to These Elements of Job Slot	Terminators A	Terminators B	Co Completers
Supervision	47%	57%	74%
Co-workers	68%	63%	84%
Conditions on site	68%	60%	82%

(2) Comparison of Client's Satisfaction With SWP Staff Attitudes and Behavior Toward Client Shows This To Be an Important Determinant of Project Outcomes

Analysis by termination status of client perceptions and satisfaction with SWP staff attitudes and behavior toward them illustrates important differences. Table 61 shows these data. It can be seen that project Completers as a group were generally more satisfied with the staff than their terminating counterparts. Of the Completers, 98% indicated satisfaction with the respect showed to them, compared to 83% of Terminators B and 86% of Terminators A.

Table 61

Opinions of FAP Staff
(post-project interview)

Answered "Satisfied" With	Terminators A	Terminators B	Completers
Respect for you	86%	83%	98%
Attitude toward you	80%	83%	92%
Interest in you	80%	83%	92%
Amount of time spent with you	80%	80%	94%
Understanding of your problems	70%	80%	88%
Willingness to help you	84%	80%	94%
Ability	84%	69%	92%
Total Cases	50	30	50

(3) Project Noncompleters Were Consistently More Dissatisfied With Their Work Site Supervisor

Analysis of client satisfaction and dissatisfaction by termination status reveals the very important role played by the work site supervisor. Table 62 shows the results of a comparison of client satisfaction with their SWP work.

Table 62

Opinions of Job Supervisor by Termination Status

Answered "Satisfied With"	Terminators A	Terminators B	Completers
Amount of time spent with you	48%	50%	72%
Understanding of your problems	48%	67%	80%
Willingness to help you	54%	63%	74%
Feel about you	46%	67%	74%
How well helped you learn new skills	38%	47%	52%
Respect for you	58%	70%	72%
Appreciation of work	52%	57%	78%
Interest in you	54%	67%	72%

The lowest percentage of satisfaction among all groups occurred in the area of how well the supervisor helped the client to learn new skills. Only 52% of Completers were satisfied, compared to 47% of Terminators B and 38% of Terminators A.

These results point out that the job supervisors' behavior and attitudes toward the client are clearly a powerful determinant of project outcomes and client success and failure.

2. A LARGER PERCENTAGE OF COMPLETERS THAN TERMINATORS HAD THEIR EXPECTATIONS MET

The question of whether the client's expectations regarding the program were met was asked of the three individuals (work site supervisor, counselor, and coach) most aware of the client's expectations. Table 63 indicates that all three felt that a significantly larger percentage of Completers than Terminators had their expectations met. Further, the coach, who probably has the closest working relationship with the client while he or she is on the job, felt that for each category a larger percentage of clients' expectations were met than similar evaluations by the counselor and supervisor.

Table 63

Fulfillment of Original Expectation

Respondent	Terminators A	Terminators B	Completers
Supervisor			
Yes	16.2%	35.6%	82.9%
No	54.1%	39.3%	6.2%
D.K.	29.7%	25.1%	10.9%
Total Cases	37	28	47

X^2 = 42.0 with 4 d.f.; significant >.001 level.

Respondent	Terminators A	Terminators B	Completers
Counselor			
Yes	36.0%	26.6%	84.0%
No	48.0%	53.3%	12.0%
D.K.	16.0%	20.1%	4.0%
Total Cases	50	30	50

X^2 = 33.35 with 4 d.f.; significant >.001 level.

Respondent	Terminators A	Terminators B	Completers
Coach			
Yes	37.2%	43.4%	89.3%
No	30.2%	39.1%	6.3%
D.K.	32.5%	17.3%	4.2%
Total Cases	48	30	48

X^2 = 35.34 with 4 d.f.; significant > .001 level.

For both the supervisor and coach there is a distinct pattern. They both felt that a larger percentage of Completers had their expectations met, followed by Terminators who left the program "for good cause" and Terminators who left "without good cause." Perhaps the reason that the counselor does not follow this expectational pattern for the three groups is that counselors do not have as much contact with the client after he is in the work experience slot as the coach and supervisor; therefore, his assessment of expectational fulfillment might differ from his two colleagues. This may be due to the fact that counselors are not in touch with the client after he is on the job and hence have poorer information to make their assessment.

3. THE SURVEY OF THE SWP SUPERVISOR INDICATES THAT THE GROUP SUCCESSFULLY PLACED INDICATED STRONGER MOTIVATION IN THE COURSE OF THEIR WORK EXPERIENCE

The SWP work supervisor has a key role in the project design. He sees the client often, frequently on a day-to-day basis. He is in a position to compare the client with non-FAP employees who have come from the regular labor market. Perhaps more than the counselor or any other social service person, he is interested in the quality of work and productivity that a client can bring to the job. Though not trained in psychology, he is nevertheless able to make some overall judgments on a client's willingness to work, changes in attitude, and other aspects.

(1) Expectations of Job Permanence and Training Are Related to Project Success

Supervisors were asked about the client's initial expectations at the time of program registration. Table 64 shows detailed responses where supervisors were allowed more than one response per case. Expectation of "a permanent job" is cited most frequently in the case of Completers. Second in frequency are the categories "placement in an interesting job" and "training for a better job". All three categories are job-related with emphasis upon performance and upward mobility. Because of the high frequency of responses among Completers high expectations of permanence and skill improvement are important initial factors for project success.

Table 64

Client's Initial Expectations At Registration
(SWP Supervisor)

	Terminators A	Terminators B	Completers
Permanent job	17.3%	18.9%	25.6%
Placement in interesting job	5.8%	3.6%	12.2%
Train for better job	5.8%	16.2%	12.2%
Acquire work experience	15.4%	0	4.9%
Increased income	5.8%	10.8%	9.8%
Stop-gap employment	3.8%	5.4%	3.6%
Other	13.5%	16.2%	13.4%
No expectations	7.7%	5.4%	2.4%
D.K., undetermined	25.0%	24.3%	15.8%
Total Responses	52*	37*	82*
Number of cases represented	37	28	48

$X^2 = 15.71$ with 18 d.f.; significant $> .5 < .3$ level
*Up to 3 mentions per case permitted in coding.

(2) SWP Supervisors Tend to Rate Initial Attitude and Motivation of Successful Clients Somewhat More Positively Than Unsuccessful Ones

Table 65 shows data on initial attitudes. "Good" is the rating most frequently applied, but Completers tend to receive this rating more than the other two groups. A "good" or "excellent" rating was given to 79.2% of the Completer group, compared with 55.5% of the Terminators B group and 37.8% of the Terminators A group.

Supervisors also rated Completers higher on initial motivation. Of the Completers, 74.5% were rated "good" or "excellent," compared to 55.5% of Terminators B and 35.1% of Terminators A.

Table 65

Initial Attitude/Motivation at Project Registration
(SWP Supervisor)

Q. 11 How would you describe this client's attitude/ motivation toward work in general?

Attitude	Terminators A	Terminators B	Completers
Excellent	5.4%	22.2%	16.7%
Good	32.4%	33.3%	62.5%
Average	8.1%	14.8%	8.3%
Marginal	0	7.4%	2.1%
Poor	18.9%	14.8%	6.2%
Very poor	5.4%	3.7%	0
No rating	29.7%	3.7%	4.2%
Total Responses	37	27	48

X^2 = 19.89 with 14 d.f.; significant $>.20$ $<.10$.

Motivation	Terminators A	Terminators B	Completers
Excellent	5.4%	7.4%	6.4%
Good	29.7%	48.1%	68.1%
Average	16.2%	11.1%	4.2%
Marginal	0	7.4%	2.1%
Poor	10.8%	11.1%	2.1%
Very poor	10.8%	3.7%	0
No rating	27.0%	11.1%	17.0%
Total Responses	37	27	47

X^2 = 34.05 with 14 d.f.; significant $>.01$ $<.001$.

(3) In the Majority of Cases SWP Supervisors Describe the Completers Group as Anxious to Work

Over 56% of Completers received the judgment of "wanted to work/anxious to be employed" on their initial attitude at project registration. Table 66 shows this statistic and other data.

Table 66

Explanation of Initial Attitude
(SWP Supervisor)

Q. 11 Why (do you so describe this client's attitude on work in general?)

Why	Terminators A	Terminators B	Completers
Wanted to work (anxious to be employed)	18.9%	4.1%	56.2%
Saw it as a challenge	0	0	1.8%
Chance to make extra money (pay off bills)	0	3.7%	0
Work was necessary evil	5.4%	0	4.2%
Everyone has responsibility to work (thing-to-do)	0	3.7%	0
Unrealistic (about type of work desired)	5.4%	7.4%	2.1%
Saw work as chance to be self-reliant and independent	0	3.7%	2.1%
Way to get off welfare	0	0	2.1%
Other	18.9%	11.1%	6.2%
No reason	51.4%	29.6%	25.0%
Total Responses	37	27	48

$X^2 = 36.67$ with 18 d.f.; significant at $>.01 < .001$ level.

(4) According to SWP Supervisors, Completers Showed Slightly More Motivation at the Project Registration

Whereas 25% of the Terminators A group were judged to have "no motivation," only 15.9% of the Completers group received the same rating. Among Completers the explanation for motivation most frequently cited (22.7%) was the desire to "provide for family/bring family back together/care for family," as can be seen in Table 67.

Table 67

Explanation of Initial Motivation
(SWP Supervisor)

Why (do you so describe this client's attitude or motivation?)

Why	Terminators A	Terminators B	Completers
No motivation (forced to participate)	25.0%	18.5%	15.9%
Desire to learn new skills and improve old skills	.0%	11.1%	6.8%
Desire for upward mobility (more self esteem)	8.3%	11.1%	20.4%
Desire for economic independence	8.3%	.0%	13.6%
Provide for family/ bring family back together/care for family	2.8%	14.8%	22.7%
Suitable placement	11.1%	14.8%	2.3%
More money	5.6%	11.1%	4.5%
Other	16.7%	14.8%	4.5%
No reason, D.K.	22.2%	3.7%	9.1%
Total Responses	36	27	44

X^2 = 28.44 with 16 d.f.; significant $> .5 < .3$ level.

(5) There Was Little Difference Among the Three Groups in Change of Attitude; However, More Completers Are Rated for a Positive Change of Motivation

Table 68 shows that 18% of Completers are rated for a positive change in attitude and 17% are rated for a positive change in motivation. Although the differences are small,

Table 68

Change of Client Attitude/Motivation Toward Work
(SWP Supervisor)

Did client's attitude toward work change during project experience either positively or negatively?

Change	Terminators A	Terminators B	Completers
Positive change	10.8%	19.2%	17.8%
Negative change	27.0%	26.9%	20.0%
No change	51.4%	46.2%	60.0%
D.K.	10.8%	7.7%	2.2%
Total Respondents	37	26	45

X^2 = 4.34 with 6 d.f.; significant $> .7 < 6$ level.

Did client's motivation toward work change during project experience either positively or negatively?

Change	Terminators A	Terminators B	Completers
Positive change	8.1%	10.7%	17.0%
Negative change	32.4%	28.6%	14.9%
No change	46.0%	39.3%	57.4%
D.K.	13.5%	21.4%	10.6%
Total Respondents	37	28	47

X^2 = 7.64 with 6 d.f.; significant $> .3 < .2$ level.

the bulk of positive attitude and motivation change lies with the Completers rather than the Terminators.

(6) Supervisors See Encouragement From Themselves Important for Positive Attitude Changes; They Also See Nonwork-Related Problems As Important Explanatory Factors for Negative Attitude Change

Table 69 documents results of the questions on explanations of attitude change. Since data in the table cells are so small, no statistical tests are employed. The overall frequency of responses indicates that encouragement is important for positive change, and nonwork problems important for negative change.

Table 69

Reasons Given For Change in Attitude
(SWP Supervisor)

What brought about this change in attitude ?

Positive Changes	Terminators A	Terminators B	Completers
Experience development of good work habits/daily routine/training/opportunity to learn	9.5%	.0%	10.8%
Gain confidence/experience success/realize potential	9.5%	12.5%	10.8%
Encouragement/pressure from work supervisors and staff	.0%	29.2%	5.4%
Pleasant work environment (good conditions)	.0%	.0%	8.1%
Interest in specific job (saw as permanent)	.0%	.0%	8.1%
Nonwork-related problems were solved/improved	.0%	.0%	2.7%
Appropriate slot	.0%	.0%	2.7%
Other	4.8%	.0%	2.7%
Total positive changes	23.8%	41.7%	51.2%
Negative Changes			
Lacks self-confidence	4.8%	8.3%	2.7%
No encouragement from SWP	0%	0%	8.1%
Unpleasant work	4.8%	16.7%	0%
Not interested in this type of job	4.8%	4.2%	8.1%
Nonwork-related problems (family/health)	19.8%	12.5%	16.2%
Loss of welfare benefits			5.4%
Other	14.3%	8.3%	5.4%
D.K.	19.0%	8.3%	2.7%
Total negative changes	62.5%	58.3%	48.6%

Total Table X^2 = 41.20 with 30 d.f.; significant $> .10$ $< .05$ level.
*Question not asked on clients who were rated for "no change."

(7) Nonwork-Related Problems Are Cited as Most Frequent Explanation of Negative Changes in Motivation

Table 70 displays these data. A "pleasant work environment," "gains in confidence," and development of "good work habits" are cited as explanatory of positive change; again, nonwork-related problems are cited as causes of negative change. This pattern of nonwork-related problems effecting a negative change of attitude as well as being direct barriers to employment seems to be a key determinant of success on the job.

Table 70

Reasons Given for Change in Motivation
(SWP Supervisor)

Q. 89 What brought about this change in Motivation?

	Terminators A	Terminators B	Completers
Positive Changes			
Experience development of good work habits/daily routine	4.0%	0%	10.2%
Gain confidence/experience success/realize potential	4.0%	4.8%	10.2%
Encouragement (help & inst.) from supervisors/employees	0%	19.0%	7.7%
Pleasant work environment (good conditions)	4.0%	0%	12.8%
Interest in specific job (saw as permanent)	4.0%	0%	7.7%
Nonwork-related problems were solved/improved	0%	4.8%	2.6%
Other	4.0%	4.8%	7.7%
Negative Changes			
Got to dislike work of system	0%	0%	5.1%
Lacks self-confidence	0%	14.3%	2.6%
Unpleasant work	0%	9.5%	2.6%
Not interested in this type of job	12.0%	4.8%	5.1%
Nonwork-related problems (family/health)	32.0%	23.8%	15.4%
Unrealistic expectations	4.0%	4.8%	0%
Other	4.0%	4.8%	5.1%
D.K.	12.0%	4.8%	5.1%
Total Responses	25*	21*	39*

Total table X^2 = 35.92 with 28 d.f.; significant $>.20$ $<.10$ level.
*Questior not asked onclients who were rated for "no change."

(8) Overall, SWP Supervisors Rate Completers Higher Than Terminators and Equal to and Slightly Better than Non-FAP Clients in the Same Shop

Among post-project clients, Completers were evaluated as better than Terminators. Still, the question arises: How do these clients compare with their co-workers, the non-FAP employees? An attempt to forge such a comparison was made by asking the SWP supervisor the following question:

Q. 13 Overall would you say that at the time this FAP client started work for you, he (she) was worse, equal, or better than your regular non-FAP employees in terms of his (her):

...... Attitude toward working
...... Desire to work
...... Interest in the job
...... Dependability
...... Quality of the work
...... Punctuality
...... Working with others
...... Skills

An interval scale was assumed for each of the eight items with values as follows:

Score	Rating
+1	Better
0	Equal
-1	Worse

Mean values were developed for each item. A positive mean score, such as characterizes the Completers in Table 71, indicates that the group is rated more than equal to the non-FAP employee.

Table 71

Comparison of FAP Client With Non-FAP Worker
(SWP Supervisor)
(by mean values)

Q. 13 Overall would you say that at the time this FAP client started working for you, he (she) was worse, equal, or better than your regular non-FAP employees in terms of his (her):

	Terminators A	Terminators B	Completers
Attitude toward working	-.379	-.238	+.225
Desire to work	-.443	-.190	+.146
Interest in the job	-.516	-.285	+.097
Dependability	-.566	-.238	+.097
Quality of the work	-.333	-.095	+.050
Punctuality	-.448	-.050	+.052
Working with others	-.500	-.227	+.179
Skills	-.333	-.181	+.025

Note: Mean values computed on base of those cases getting one of three ratings.

The largest difference between groups is on the item "attitude toward working". The Terminators A group mean (-.379) contrasts markedly with the positive rating of the Completers group mean (+.225). Completers also are ranked better than non-FAP workers on "Desire to work" and "Working with others."

(9) Post-Client Responses and Staff Responses Agree and Emphasize the Key Role of Good Attitude and Motivation in Effecting the Project Outcome

In job training programs, each group has views on what really determines success. The counselor sees one element; the client himself sees another. Where do staff and client agree? The present study handled this problem by posing the following questions:

To the client:

> 90. In your opinion, what was the single most important thing which contributed to you (SPECIFY PROJECT OUTCOME)?
>
> . . . D.K.

To each of his staff:

> 96. In your opinion, what is the single most important event or factor which determined this client's project outcome?
>
> . . . D.K.

In Exhibit XVI, following this page, the rows (horizontal totals) display the responses of the post-project client. The row totals indicate the frequency of mention by clients of the key factor on outcome variables. Exhibit XVI indicates that:

- Thirty-nine of 109 clients cited "good attitude, motivation, personality" as the key factor in determining project outcome.
- Twenty-two of 109 clients cite "poor FAP, supervisor relations" as the key factor.
- Eighteen of 109 clients cite "poor attitude, motivation, personality" as the key factor.

In Exhibit XVI and in Exhibits XVII through XX, following this page, the diagonals of the tables indicate agreement between staff and client on the key factor. For example, in Exhibit XVI there is agreement of 18 cases on "good attitude, motivation, personality." There is also agreement between counselor and client responses of 11 cases in regard to "poor attitude, motivation, personality."

EXHIBIT XVI

Department of Employment Security
State of Vermont

COUNSELOR'S PERCEPTION OF CLIENT'S PROJECT EXPERIENCE

COUNSELOR	GOOD ATTITUDE, MOTIVATION, PERSONALITY	GOOD FAP, SUPERVISOR RELATIONS	GOOD SKILLS	SOLVED CHILD CARE, TRANSPORTATION OR HEALTH CARE PROBLEMS	POOR ATTITUDE, MOTIVATION, PERSONALITY	POOR FAP, SUPERVISOR RELATIONS	POOR SKILLS	UNSOLVED CHILD CARE, TRANSPORTATION OR HEALTH PROBLEMS	NO SINGLE MOST IMPORTANT FACTOR	D.K.	TOTAL
GOOD ATTITUDE, MOTIVATION, PERSONALITY	18	1	2	1	8	3	0	1	4	1	39
GOOD FAP, SUPERVISOR RELATIONS	1	0	0	0	0	0	1	0	1	0	3
GOOD SKILLS	1	0	1	0	1	0	0	0	0	0	3
SOLVED CHILD CARE, TRANSPORTATION OR HEALTH CARE PROBLEMS	4	0	1	0	0	0	1	1	0	0	7
POOR ATTITUDE, MOTIVATION, PERSONALITY	2	1	0	0	11	2	0	0	2	0	18
POOR FAP, SUPERVISOR RELATIONS	1	0	1	0	11	4	0	3	2	0	[illegible]
POOR SKILLS	0	0	0	0	0	0	0	0	0	0	0
UNSOLVED CHILD CARE, TRANSPORTATION OR HEALTH PROBLEMS	0	1	0	0	4	0	0	4	1	0	10
NO SINGLE MOST IMPORTANT FACTOR	0	0	0	0	1	0	0	0	0	0	1
D.K.	2	0	1	1	1	0	1	0	0	0	6
TOTAL	29	3	6	2	37	9	3	9	10	1	109

EXHIBIT XVII

Department of Employment Security
State of Vermont

COACH'S PERCEPTION OF CLIENT'S PROJECT EXPERIENCE

COACH	GOOD ATTITUDE, MOTIVATION, PERSONALITY	GOOD FAP, SUPERVISOR RELATIONS	GOOD SKILLS	SOLVED CHILD CARE, TRANSPORTATION OR HEALTH PROBLEMS	POOR ATTITUDE, MOTIVATION, PERSONALITY	POOR FAP, SUPERVISOR RELATIONS	POOR SKILLS	UNSOLVED CHILD CARE, TRANSPORTATION OR HEALTH PROBLEMS	NO SINGLE MOST IMPORTANT FACTOR	D.K.	TOTAL
GOOD ATTITUDE, MOTIVATION AND PERSONALITY	16	1	1	1	7	1	0	0	4	1	32
GOOD FAP AND SUPERVISOR RELATIONS	0	0	1	0	1	0	0	0	1	0	3
GOOD SKILLS	1	0	1	0	0	0	0	0	0	1	3
SOLVED CHILD CARE, TRANSPORTATION OR HEALTH PROBLEMS	3	0	1	0	1	0	0	1	1	0	7
POOR ATTITUDE, MOTIVATION PERSONALITY	4	0	0	0	7	1	1	1	0	1	15
POOR FAP AND SUPERVISOR RELATIONS	1	0	0	0	14	3	0	1	1	0	20
POOR SKILLS	0	0	0	0	0	0	0	0	0	0	0
UNSOLVED CHILD CARE, TRANSPORTATION OR HEALTH PROBLEMS	0	1	0	0	3	0	0	3	0	2	9
NO SINGLE MOST IMPORTANT FACTOR	0	0	0	1	0	0	0	0	0	0	1
D.K.	4	0	1	0	1	0	0	0	0	0	6
TOTAL	29	2	5	2	34	5	1	6	7	5	96

EXHIBIT XVIII

Department of Employment Security
State of Vermont

DSW'S PERCEPTION OF CLIENT'S PROJECT EXPERIENCE

DSW	GOOD ATTITUDE, MOTIVATION, PERSONALITY	GOOD FAP, SUPERVISOR RELATIONS	GOOD SKILLS	SOLVED CHILD CARE, TRANSPORTATION OR HEALTH PROBLEMS	POOR ATTITUDE, MOTIVATION, PERSONALITY	POOR FAP, SUPERVISOR RELATIONS	POOR SKILLS	UNSOLVED CHILD CARE, TRANSPORTATION OR HEALTH PROBLEMS	NO SINGLE MOST IMPORTANT FACTOR	D.K.	TOTAL
GOOD ATTITUDE, MOTIVATION, PERSONALITY	2	0	0	2	4	2	0	1	0	1	12
GOOD FAP, SUPERVISOR RELATIONS	0	0	0	0	0	0	0	0	0	0	0
GOOD SKILLS	1	0	0	0	0	0	0	0	0	0	1
SOLVED CHILD CARE, TRANSPORTATION OR HEALTH PROBLEMS	0	0	0	0	0	0	0	0	0	1	1
POOR ATTITUDE, MOTIVATION, PERSONALITY	0	0	0	0	3	1	0	0	1	2	7
POOR FAP, SUPERVISOR RELATIONS	1	0	0	0	6	2	0	1	0	1	11
POOR SKILLS	0	0	0	0	0	0	0	0	0	0	0
UNSOLVED CHILD CARE, TRANSPORTATION, OR HEALTH PROBLEMS	0	0	0	0	3	0	0	1	0	0	4
NO SINGLE MOST IMPORTANT FACTOR	0	0	0	0	1	0	0	0	0	0	1
D.K.	0	0	0	0	2	0	0	0	0	0	2
TOTAL	4	0	0	2	19	5	0	3	1	5	39

EXHIBIT XIX

Department of Employment Security
State of Vermont

DVR PERCEPTION OF CLIENT'S PROJECT EXPERIENCE

DVR	GOOD ATTITUDE, MOTIVATION, PERSONALITY	GOOD FAP, SUPERVISOR RELATIONS	GOOD SKILLS	SOLVED CHILD CARE, TRANSPORTATION OR HEALTH PROBLEMS	POOR ATTITUDE, MOTIVATION, PERSONALITY	POOR FAP, SUPERVISOR RELATIONS	POOR SKILLS	UNSOLVED CHILD CARE, TRANSPORTATION OR HEALTH PROBLEMS	NO SINGLE MOST IMPORTANT FACTOR	D.K.	TOTAL
GOOD ATTITUDE, MOTIVATION, PERSONALITY	1	0	0	0	0	0	0	1	0	3	5
GOOD FAP, SUPERVISOR RELATIONS	0	0	0	0	0	0	0	0	0	0	0
GOOD SKILLS	0	0	0	0	0	0	0	0	0	0	0
SOLVED CHILD CARE, TRANSPORTATION, OR HEALTH PROBLEMS	0	0	0	0	0	0	0	0	0	0	0
POOR ATTITUDE, MOTIVATION, PERSONALITY	0	0	0	0	4	0	0	1	0	0	5
POOR FAP, SUPERVISOR RELATIONS	1	0	0	0	0	1	0	0	0	1	3
POOR SKILLS	0	0	0	0	0	0	0	0	0	0	0
UNSOLVED CHILD CARE, TRANSPORTATION OR HEALTH PROBLEMS	0	0	0	0	0	1	0	2	0	0	3
NO SINGLE MOST IMPORTANT FACTOR	0	0	0	0	0	0	0	0	0	0	0
D.K.	0	0	0	0	2	0	0	0	0	0	2
TOTAL	2	0	0	0	6	2	0	4	0	4	18

EXHIBIT XX

Department of Employment Security
State of Vermont

WORK-SITE SUPERVISOR'S PERCEPTION OF CLIENT'S PROJECT EXPERIENCE

SUPERVISOR	GOOD ATTITUDE, MOTIVATION, PERSONALITY	GOOD FAP, SUPERVISOR RELATIONS	GOOD SKILLS	SOLVED CHILD CARE, TRANSPORTATION OR HEALTH PROBLEMS	POOR ATTITUDE, MOTIVATION, PERSONALITY	POOR FAP, SUPERVISOR RELATIONS	POOR SKILLS	UNSOLVED CHILD CARE, TRANSPORTATION OR HEALTH PROBLEMS	NO SINGLE MOST IMPORTANT FACTOR	D.K.	TOTAL
GOOD ATTITUDE, MOTIVATION, PERSONALITY	17	2	3	0	9	0	0	1	4	1	37
GOOD FAP, SUPERVISOR RELATIONS	1	0	0	0	0	1	0	0	1	0	3
GOOD SKILLS	0	0	1	0	1	0	0	0	1	0	3
SOLVED CHILD CARE, TRANSPORTATION OR HEALTH PROBS.	5	0	1	0	0	0	0	0	1	0	7
POOR ATTITUDE, MOTIVATION, PERSONALITY	4	0	0	0	10	1	0	1	0	0	16
POOR FAP, SUPERVISOR RELATIONS	0	1	0	0	7	1	1	1	3	1	15
POOR SKILLS	0	0	0	0	0	0	0	0	0	0	0
UNSOLVED CHILD CARE, TRANSPORTATION OR HEALTH PROBLEMS	0	0	0	0	3	0	0	2	0	1	6
NO SINGLE MOST IMPORTANT FACTOR	1	0	0	0	0	0	0	0	0	0	1
DK	1	1	1	0	1	0	0	0	2	0	6
TOTAL	29	4	6	0	31	3	1	5	12	3	94

Exhibits XVI through XX display the following numbers of agreements:

- Sixteen cases out of 96 between coach and client on "good attitude, motivation, personality."
- Seventeen cases out of 94 between supervisor and client on "good attitude, motivation, personality."
- Ten cases out of 94 between supervisor and client on "poor attitude, motivation, personality."

The results of the questions on the key factor determining project outcome and the frequency of mentions of attitudinal factor indicated that, overall, clients and staff tend to agree on the importance of attitude and motivation as a determinant of project outcomes. The degree of agreement is low, however, indicating that client and staff disagree on how important attitude and motivation are relative to other factors.

(10) Significant Differences Between Completers and Terminators Indicate That Several Variables Are Major Determinants of Project Outcomes

The preceding analysis has demonstrated that there are major differences between project Completers and project Terminators. Specifically, the following characteristics seem to segregate Completers from Terminators:

- Better work histories
  - Almost 82% of Completers had been employed in the last 12 months prior to E&D participation.
  - Completers have more job stability; 58% of Completers had only one job in the last 12 months.
  - Completers have higher pay in highest paid job; only 68% of Completers earned less than $2 per hour.
- Less welfare dependency
  - Only 63% of Completers were on welfare prior to E&D participation, compared with 83% of Terminators A ("without good cause") and 72% of Terminators B ("with good cause").
- Fewer barriers to employment
  - Only 44% of Completers had two barriers, compared with 57% and 56% for Terminators A and B, respectively.
  - Of Terminators, 71% cited unresolved barriers or problems as reason for termination.
- Better attitude and motivation toward work
  - More Completers than Terminators were willing to relocate for a job.
  - More Completers were willing to work at an undesirable job paying the same as welfare than remain on welfare.

    - More Completers had high achievement motivation.
    - More Completers saw work as more enjoyable than spare-time activities.
    - Completers had a more positive orientation toward work, as indicated by the semantic differential.
    - Completers were more achievement-oriented on an attitude-motivation scale.
- Better expectations and an optimistic orientation toward the world
    - Of Completers, 96% expected to be earning more than $100 per week, compared with 75% and 80% of Terminators A and B, respectively.
    - Completers showed greater optimism, as measured by the Srole scale.

These distinctions between Completers and Terminators seem to strongly corroborate the fact that they are two clearly distinct groups. In terms of work and welfare history and barriers to employment, the differences between Completers and Terminators seem to indicate that Terminators represent the "hard-core," "multiple-problem" unemployed. Completers, on the other hand, had far fewer of the characteristics associated with the hard-core unemployed.

Paralleling distinctions in work and welfare histories between Completers and Terminators are major differences in attitudes, motivations, and expectations. For example, Completers had both substantially higher levels of expectations and optimistic world views than Terminators. Similarly, their attitudes and motivations toward work were much better than those of Terminators. Thus, Completers came to SWP not only with more favorable backgrounds but also with better attitudes and motivation, which enhance employability. In other words, Completers came to the program with characteristics that helped determine project success. Terminators, on the other hand, came to SWP with fewer prerequisites to project success. In addition, the E&D project failed to produce in them better attitudes or motivations or to remove sufficiently other barriers. Thus they failed to achieve successful project outcomes.

E. EMPLOYABILITY IMPROVEMENT

A presumed benefit to clients participating in the E&D project is improved employability. This can appear as a positive change in:

- Attitudes and motivations toward work
- Skill improvement
- Barrier resolution or removal

With regard to attitudes and motivations, preceding sections of this report documented that:

- There was some (slight) improvement in attitude and motivations of all post-project clients when compared with pre-project clients.
- There was a marked difference in attitudes and motivations between Completers and Terminators, with Completers having more positive orientations to work.

Thus in terms of attitudes and motivations, the E&D project has produced some minor employability improvement. Specifically, as a group, post-project clients had somewhat higher levels of motivation toward work and higher aspirations and expectations.

Within the post-program group, Completers showed higher motivations and expectation levels than either of the Terminator groups. Since differences in attitude and motivation were slight between pre- and post-project groups, however, we are led to conclude that Completers came to the project with more positive attitudes and motivations. Thus, at best, the E&D project reinforced these pre-existing motivations and expectations, but it did not improve them over what they were before enrollment in the E&D project or implant new ones.

Notwithstanding the lack of demonstrable improvement in client attitudes and motivations toward work resulting from participation in the E&D project, there are two other important areas in which improved employability could have been brought about. These two areas are:

- Skill improvement
- Employment barrier removal/resolution

This section looks at what improvement occurred in these areas.

1. COMPLETERS SHOW GREATER IMPROVEMENT IN SKILLS THAN TERMINATORS ACCORDING TO THEIR SUPERVISORS, COUNSELORS, AND COACHES

Completers have the largest percentage, compared to Terminators A and B of respondents who showed a great deal of improvement in their various skill areas. As can be seen in Table 72, in each instance the coach, counselor, and supervisor indicated that nearly a majority of Completers showed a great deal of improvement. As one might expect, Completers showed more improvement than Terminators B, who, in turn, showed more improvement than Terminators A. The counselor's perception, again, seems to differ from those of the work site supervisor and coach in terms of skills improvement. The counselors generally did not see as much improvement as did their two colleagues. Again, this may be a function of the fact that counselors are not as familiar with the client's work situation and, as a result, have less information on which to base their impressions.

Table 72*

Improvement of Skills by Termination Status

Supervisor	Terminators A	Terminators B	Completers
None	56%	39%	23%
Some	22%	25%	30%
Great deal	14%	29%	43%
D.K.	8%	7%	4%
Total Cases	36	28	47

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*Additional data from project records indicate that longer period of time in training may explain the Completers' increased skills. Average weeks of enrollment for Category A is 14 weeks, B group is 13 weeks, and C group is 21 weeks.

Table 72 (Continued)

Counselor	Terminators A	Terminators B	Completers
None	72%	63%	20%
Some	12%	20%	24%
Great deal	8%	13%	50%
D.K.	8%	3%	6%
Total Cases	50	30	50
Coach			
None	33%	12%	6%
Some	31%	40%	30%
Great deal	11%	20%	47%
D.K.	24%	28%	17%
Total Cases	45	25	47

2. ACCORDING TO COUNSELORS, COACHES, AND SUPERVISORS, THE IMPROVEMENT IN SKILLS FOR ALL THREE CATEGORIES WAS DUE PRIMARILY TO EXPERIENCE GAINED WHILE ON THE JOB

Regardless of category, what improvement there was in skills was due primarily to experience gained while on the job and, secondarily, to training and the opportunity afforded the clients to learn. Table 73 indicates that the coaches interviewed felt that, in a majority of cases within each category, improvement was due to experience. The element of experience included such things as development of good work habits, exposure to the world of work, the slot itself, and the daily routine of performing on the job.

Table 73

What Brought About This Improvement in Client's Skills?

	Terminators A			Terminators B			Completers		
	Counselor	Coach	Supervisor	Counselor	Coach	Supervisor	Counselor	Coach	Supervisor
Training (opportunity to learn)	6%	18.5%	17%	2.5%	10%	27%	15%	11%	21.5%
Experience (development of good work habits, exposure to world of work, SWP slot, daily routine)	15%	55.5%	50%	15%	60%	41%	30%	53%	34%
Gaining self confidence (experience of success)	0	0	0	2.5%	5%	9%	6%	4%	14%
Encouragement/pressure from DES staff	0	0	0	0	5%	0	1%	0	0
Encouragement/pressure from DVR or DSW staff	0	4%	5.5%	0	0	0	0	4%	0
Encouragement from supervisor or employer	2%	11%	5.5%	5%	0	0	4%	14%	6%
Pleasant work environment (equipment, pay)	2%	0	0	5%	10%	0	3%	2%	1.5%
Client's motivation to work	4%	0	5.5%	5%	5%	9%	10%	2%	6%
Client's abilities	0	0	5.5%	0	0	0	1%	2%	6%
Client's attitude toward work	0	0	5.5%	2.5%	0	0	3%	4%	3%
Client's interest in specific job	0	4%	5.5%	10%	0	4.5%	6%	2%	5%
Appropriateness of slot	0	0	0	0	5%	0	0	0	1.5%
Other	2%	0	0	0	0	4.5%	2%	0	1.5%
No reason or D.K.	70%	7%	0	52.5%	0	4.5%	18%	4%	0

3. WORK SITE SUPERVISORS FELT THAT A LARGER PERCENTAGE OF COMPLETERS BENEFITED FROM PARTICIPATION IN THE PROGRAM THAN TERMINATORS

Supervisors were asked if they felt that the clients benefited from participating in the project. As Table 74 indicates, supervisors felt that 88% of Completers benefited, compared to 64% of Terminators B and 55% of Terminators A. This might be expected since those who completed the program and did not drop out would gain needed experience and training, whereas the Terminators probably were not in the program long enough to "bear the fruits."

Table 74

Do You Think the Client Benefited From Participation?

Supervisor	Terminators A	Terminators B	Completers
Yes	55%	64%	88%
No	21%	19%	6%
D.K.	26%	17%	6%
Total Cases	37	27	48

(1) The Major Benefit Seen by Supervisors for All Three Categories Was the Gaining of Needed Experience

Regardless of category, the major benefit was seen as the gaining of needed experience and/or training in terms of work habits and skills. As can be seen in

Table 75, 14% of Completers were viewed as gaining needed experience. The second most beneficial aspect indicated was the development of self-confidence or a sense of pride. This, again, is highest for Completers, with 13% being placed in this category, as against 5% for Terminators B and 3% for Terminators A.

4. A LARGER PERCENTAGE OF COMPLETERS THAN TERMINATORS INCREASED THEIR EMPLOYABILITY DEVELOPMENT, ACCORDING TO THEIR COACHES AND COUNSELORS

As Table 76 shows, both coaches and counselors answered affirmatively in 88% of the Completers' cases on the question of whether the job slot contributed to the client's long-term employability. Again, employability was increased because of two major reasons:

- The job slot provided experience.
- The job slot provided skill training.

It was felt by both coaches and counselors that the most negative influence in employability development was the shortness of time the clients spent on the job. Of course, this was less of an obstacle for Completers, where this was a factor for less than 6% of the group.

Table 75

Do You Think This Client Benefited From His Participation in the Project?

	Terminators A	Terminators B	Completers
Supervisors			
Yes			
No reason	41%	38%	36%
Gained better insight into problems and potential	4%	1%	3%
Gained needed experience/training (work habits/skills)	5%	11%	14%
Got permanent job	0%	0%	8%
Increased income	0%	2%	4%
Learned to work with others	0%	6%	4%
Improved chances of good employment	1%	0%	4%
Got off welfare	0%	0%	1%
Stabilized personal/family life	0%	0%	0%
Other	1%	1%	1%
No			
No reason	7%	6%	2%
Family life or personal problems deteriorated or remained poor	1%	2%	0%
Traumatic work experience (loss of confidence)	0%	5%	0%
Did not get desired training/experience or skills (did not improve chances of good employment)	5%	4%	1%
Did not get permanent job	1%	2%	1%
Pay too low	0%	0%	1%
Returned to welfare	0%	0%	0%
Became physically/mentally ill	0%	0%	0%
Other	7%	0%	1%
D.K.	26%	17%	6%

Table 76

Did Slot Contribute to Long-Range Employability Development of Client?

	Terminators A		Terminators B		Completers	
	Coach	Counselor	Coach	Counselor	Coach	Counselor
Yes						
Got permanent job	3%	2%	9%	3%	62%	56%
Provided skill training	16%	8%	14%	0%	11%	8%
Provided experience	5%	2%	9%	13%	11%	12%
Developed client self-confidence	0%	0%	0%	7%	2%	6%
Improved motivation	3%	0%	0%	3%	0%	0%
Improved attitude toward work	0%	0%	0%	0%	0%	2%
Improved work habits	3%	4%	5%	0%	2%	0%
Other	0%	6%	0%	0%	0%	4%
No reason	8%	0%	0%	0%	0%	0%
No						
No reason	3%	4%	9%	7%	2%	0%
Client disliked or not interested in the job	5%	8%	9%	0%	0%	2%
Client on job short time	27%	24%	23%	30%	2%	6%
Client does not have aptitude for work	14%	12%	5%	3%	0%	2%
Stop gap employment	5%	4%	9%	10%	0%	0%
Job too demanding	0%	4%	5%	0%	0%	0%
Job below client's level	0%	0%	0%	0%	2%	0%
Other	0%	12%	0%	13%	0%	2%
No Response	0%	0%	5%	0%	0%	0%
D.K.	8%	10%	0%	10%	4%	0%

5. COMPARISON OF THE THREE TERMINATION GROUPS ON REMOVAL OF BARRIERS INDICATES THAT THE E&D PROGRAM WAS NOT SUCCESSFUL IN PROVIDING SERVICES FOR WHAT CLIENTS PERCEIVED AS THEIR MOST IMPORTANT PROBLEM OR BARRIER TO EMPLOYMENT

The removal of employment barriers is an important measure of program success. Even apart from a specific outcome, barrier removal indicates the kind of interim result that leads to increased employability. For example, a client has terminated "without good cause" (Terminator A group); if a barrier such as a health problem has been seen, has been met with an E&D service, and has been removed, it can be counted as a positive program impact. In the current study, barrier removal was studied from perspectives of:

- Perceptions of client
- Perceptions of counselor and coach
- "Factual" reason for termination given by SWP supervisor

As part of the client-oriented survey, clients were asked to identify the "most important barrier" to their employment prior to the SWP experience. In addition, appropriate questions were asked to provide data on:

- Services planned by counselor (Counselor Interview) compared with "reason for termination" (Supervisor Interview)

- Service planned by counselor compared with barrier perceived by counselor (Counselor Interview)
- Service planned by coach compared with barrier perceived by coach (Coach Interview)

Table 77 shows data on the most important barriers to employment as perceived by the client. The data were provided by the following questions:

- What was the most important reason you were unemployed (prior to SWP)?
- Did you receive any help with (this) problem ?

The data indicate that clients did not receive sufficient help for the barrier they cited as "most important reason for unemployment." Of the Completer group, 15 got help while 18 did not; of the Terminators B group, 10 got help while 14 did not; of the Terminators A group, 26 got help and 21 did not.

We should point out that those who "did not get help" refers only to help on their most important reason for unemployment prior to SWP. These clients may have gotten help for other problems (perhaps those perceived as "most important" by the counselor) but not for the one they as clients cited as most important.

Table 77

Help Received on Most Important Barrier
(perceived by client)

Did you receive any help with. . .

		Terminators A	Terminators B	Completers
Family Problems				
	Yes	6	2	4
	No	3	4	2
Health Problems				
	Yes	2	3	2
	No	5	2	7
Transportation Problems				
	Yes	2	0	0
	No	2	0	0
Education Problems				
	Yes	1	0	1
	No	1	1	0
Counseling and Other Problems				
	Yes	15	5	8
	No	10	7	9
Total of those who received help for "most important reason for unemployment"		26	10	15
Total of those who did not receive help for "most important reason for unemployment"		21	14	18
D. K.		3	6	7
TOTAL		50	30	50

*Asked only of those who specified the most important reason for unemployment prior to SWP.

6. OVER 50% OF ALL SERVED E&D CLIENTS REPORT THEY DID NOT RECEIVE HELP ON WHAT THEY PERCEIVED AS THEIR "MOST IMPORTANT" REASON FOR UNEMPLOYMENT PRIOR TO SWP

Table 78 is a summary table based upon data in Table 77.

Table 78

Help Received on Most Important Problem
(As perceived by client)

	Terminators A	Terminators B	Completers	Total
Received help	55%	42%	46%	49%
Did not receive help	45%	58%	54%	51%
Total Cases	47	24	33	104

There are two conclusions suggested by the data in Table 78:

- More Terminators A received services than Completers but this did not seem to prevent them from terminating.
- Among the combined groups about half (51%) say they did not receive any service for their "most important barrier."

These results point to some deficiencies in the service delivery system of the E&D project. First, receipt of services by Terminators seems to have little effect in helping clients to complete the E&D project.

This appears to indicate that, of the services received by 55% of Terminators A and 42% of Terminators B, none were sufficiently effective or appropriate to permit completion of the E&D project and placement in a permanent job. This leads one to conclude that either these barriers were too severe for the provided services to have any impact or the wrong services were provided. Available data, analyzed on the next pages, seem to support the latter conclusion.

The second deficiency in the E&D service delivery system is pointed out by the fact that, despite the "service-intensive" features of E&D, 51% of all clients did not have their most important barriers to employment removed. This clearly points to a need for closer attention to what the client perceives as a salient barrier to employment. On the basis of reported responses, either these problems are not being resolved by services at all or the clients are being subjected to inappropriate or ineffective services. In either case, the end result is that only 49% of all E&D clients experienced any employability improvement in terms of removal of what they perceive as their most important barrier to employment.

Two actions may be taken. First, the program should focus attention on identifying more accurately the client's most important barriers to employment and on delivering an appropriate and effective service to remove this barrier. At present, this is not being done sufficiently.

Secondly, potential Terminators need to be identified before they drop out, and appropriate services should be delivered to them to remove their most important barrier to employment and program completion. This is presently not happening.

In summary, from an employability improvement perspective, the above findings point out a structured deficiency in service provision in the total service delivery system of the E&D project. This deficiency calls for prompt attention and correction. The next section looks at service delivery from the more objective data base of those services actually provided.

7. ABOUT 50% OF TERMINATORS A AND B AND 70% OF COMPLETERS WERE ACTUALLY PROVIDED SERVICES FOR WHAT THEY CITED AS THEIR MOST IMPORTANT BARRIER

The preceding section compared clients' perceptions on what was their most important barrier with their perceptions of having received help for this barrier. In order to better measure service impact, however, it is also necessary to rely on more objective data on service provision. Therefore, comparisons were made between client perceptions of their most important barrier and services actually provided. The data on provided service come from the service matrix records kept on clients prior to slot assignment and post-project client interviews.

Table 79 shows service provision data compared with what clients call their most important barrier, thus reviewing program effectiveness of the delivery system.

The data indicate that, of Terminators A, 12 clients received services for their most important barrier, but 15 did not. Among Terminators B, the ratio is 11/11. Among Completers, the ratio of receiving service to not receiving service is 29 to 12. The percentage of those who received services in each group is 55% (Terminators A), 50% (Terminators B), 70% (Completers). The better ratio among Completers compared with

TABLE 79
CLIENT'S PERCEPTION OF MOST IMPORTANT BARRIER COMPARED WITH SERVICES PROVIDED

WHAT DO YOU THINK IS
THE MOST IMPORTANT
BARRIER TO YOUR
GETTING A JOB?

(Client interview)

PROVISION OF APPROPRIATE SERVICE

MOST IMPORTANT BARRIER	TERMINATORS A		TERMINATORS B		COMPLETERS		RATIO OF YES/NO
	YES	NO	YES	NO	YES	NO	
HEALTH/MEDICAL	2	3	1	4	2	5	5/12
CHILD CARE	2	–	3	1	3	–	8/1
FAMILY PROBLEMS	3	3	2	–	1	3	6/6
LACK OF EXPERIENCE	1	–	–	–	3	–	4/0
LACK OF EDUCATION	–	2	1	–	–	1	1/3
LACK OF MOTIVATION/ATTITUDE	–	–	–	–	1	–	1/0
LOOKED BUT COULDN'T FIND JOB	4	7	3	4	19	3	26/14
LACK OF SKILLS	–	–	1	1	–	–	1/1
ALCOHOLISM	–	–	–	1	–	–	0/1
TOTAL RESPONSES (% CLIENTS TO WHOM SERVICE WAS PROVIDED)	12/15 (55%)		11/11 (50%)		29/12 (70%)		

NOTE: THIS TABLE EXLUDES 4 PERSONS WITH EITHER NO BARRIERS OR BARRIERS FOR WHICH NO SERVICE IS APPROPRIATE (e.g. AGE); AND
35 CLIENTS FOR WHOM SERVICE MATRIX RECORDS ARE UNAVAILABLE

Terminators clearly shows the importance of providing services on the basis of what clients perceive as their most important barrier.*

In reviewing the entire table, it is possible to tell the program's strong and weak points on service delivery. For example, the program is strong on child care barriers: eight barriers were met with the appropriate service, and one was not, as can be seen in the ratio column of Table 79. The program also meets the barrier "Looked but couldn't find a job." The ratio was 26 cases in which service was provided to 14 cases in which service was not provided. The mere provision of a job in a subsidized project is not a criterion of longer term success, however.

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* It is true that Terminators stayed in the program less time than Completers (see note to Table 72). Consequently, one can argue that, therefore, Completers were in the program for 50% more time during which services could be provided. The logic of this argument is misleading in view of two facts:

(1) The Terminators A group averaged 14 weeks in the program, and still 45% of them said they had not received help in the most important barrier (Tables 72 and 79).

(2) The average number of services is nearly the same for all groups; in fact, the lowest average belongs to the Completers group (Table 80).

Service provision does not increase with duration of time in the program, nor do data on "numbers of services provided" correlate positively with successful barrier removal. As the summary of this report stresses, the major problem is to provide better and more effective services at an early point in participation, not merely to provide more services as time goes on.

The table indicates program weakness on the health/medical barrier, where service was provided in 5 cases but not provided in 12 cases. On the barriers of family problems, the ratio is six to six. The areas of health, counseling on problems, and lack of education should be strengthened as E&D becomes an operational program. If client perceptions of what is their "most important" barrier is taken into account prior to service planning as well as mid-course in program participation, more clients should successfully complete the program.

Table 80 summarizes services provided to all groups on the basis of matching the barrier perceived by client as his most important barrier with service provision from service records. As the table shows, more services are provided to the Completers groups than to the Terminators groups. Among the Terminators A group, 12 of 27 were provided with services; among the Terminators B group, 11 of 22 were provided with services; among the Completers group, 29 of 41 were provided with services. In addition, the table indicates a high overall average number of services provided a client, although some of these services include material support (food, tools, and clothing) and other immediate aid.

Tables 81 and 82 also attempt to compare subjective data on reasons for termination with objective data on services provided. The tables are based upon these sources:

- Reason for termination (SWP supervisor interview)
- Actual services provided (service matrix)

This comparison is another perspective on program impact since it measures the adequacy of actual service provision on barrier removal.

Table 80

Services for Most Important Barrier Perceived by Client

	Terminators A	Terminators B	Completers	Total
Service Provided	12	11	29	52
Service Not Provided	15	11	12	38
Total	27	22	41	90
Average No. of Services	3.4	4.1	3.2	3.5

Tables 79 and 80 show a lack of congruity between the services provided and the actual barriers (as identified by the work-site supervisor) that caused program termination. In several cases the SWP supervisor sees a barrier that is serious enough to cause the client to leave the program; yet when a check is made for actual service provision, it turns out that a service was never provided to meet this barrier.

Either the barrier was not spotted by the E&D staff or it emerged too late during program participation. A third explanation exists; that is, the most important barrier is not perceived by counselor/coach and is only seen in its true dimensions by the on-site SWP supervisor at the time of termination--a perception too late to be of use. This misperception is additionally supported by data in Table 78 where the clients have split nearly 50/50 on the question of whether they got help with what they cite as their most important reason for unemployment.

Table 81 shows data for the Terminators A group. The column at the extreme left shows the actual number of clients by category of reason for termination. The columns to the right show a count of services provided to these clients. For example, five clients left the program because they were "discharged by employer." Distributed among the five clients were such services as:

- Referral to WIN
- Provisions of child care
- Provisions of transportation
- Provisions of health/medical services

TABLE 81

COMPARISON OF REASON FOR TERMINATION WITH ACTUAL SERVICES PROVIDED (TERMINATORS A)

REASON FOR TERMINATION (SWP SUPERVISOR INTERVIEW)	TOTAL PERSONS IN GROUP A	ACTUAL SERVICES PROVIDED																
		REFERRAL TO WIN	HEALTH/MEDICAL	TRANSPORTATION	CHILD CARE	REFERRAL TO OTHER COMMUNITY RESOURCES	HOUSING	FAMILY PROBLEM COUNSELING	PLACEMENT IN JOB	HELP WITH APPEARANCE	ABE/EDUCATION	PLACEMENT IN SWP SLOT	COUNSELING NOT OTHERWISE SPECIFIED	GATB	JOB REFERRAL	PSYCHOLOGICAL TESTING	OTHER	NO SERVICES PROVIDED
DISCHARGED BY EMPLOYER	5	1	4	3	2	1	1	1	1	1	2	2	4				2	
FAMILY PROBLEMS	3		1	2	1		1		1	1		2						
HEALTH PROBLEMS																		
TRANS. PROBLEMS	1			1														
PREGNANCY																		
FULL TIME SCHOOLING																		
DIDN'T WANT/LIKE WORK	4	2	2	1	1	1	1		1			1	3				1	
BENEFIT LOSS EXPECTED IF STAYED IN FAP																		
PAY TOO LOW	3		1	2	1					1								
OTHER	1																1	
D. K	2												2					
NONE/NO RESPONSE	12	1	7	6	3		1		1	3	1	1	3	1	1	1	3	1
TOTAL	31	4	15	15	8	2	4	1	4	6	3	6	12	1	1	1	7	1

NOTE: THIS TABLE REPRESENTS DATA ON 31 TERMINATORS A GROUP CLIENTS FOR WHOM SERVICE PROVISION MATRIX DATA WERE AVAILABLE. MULTIPLE SERVICES PER CLIENT ARE COUNTED

Clients received multiple services and still left the program. One client received 11 different services, including health/medical, transportation, and child care, and still was discharged by the employer.

Table 81 suggests not the *lack* of services but rather the ineffectiveness of the services *as provided*. When the same clients say they "received no help" on their most important barrier, the meaning is that the services are received but are perceived as "not helping" the client.

Table 82 shows comparable data for the Terminators B group and indicates that many services were provided but were inappropriate to the final reason for termination. For example, among three clients who left because of "family problems," two received transportation and child care and no further services. Among the three clients who left for health reasons, only one was provided directly with this help.

As with the Terminators A group, data on the Terminators B group indicate that the appropriateness and intensity of the service provision should be examined if the program is to increase its success in barrier removal.

8. THE PLANNING OF SERVICES SHOWS GENERAL CONSISTENCIES WHEN COMPARED WITH THOSE EMPLOYMENT BARRIERS IDENTIFIED PRIOR TO THE PROGRAM

This section focuses on service planning conducted by the counselor and coach. Service planning is the function whereby a barrier is identified and diagnosed by a staff worker and then written into a service plan. In evaluating service planning, the analyst is looking at program processes rather than program effects.

TABLE 82
COMPARISON OF REASON FOR TERMINATION WITH ACTUAL SERVICES PROVIDED
(TERMINATORS B)

REASON FOR TERMINATION (SWP SUPERVISOR INTERVIEW)	TOTAL PERSONS IN GROUP B	REFERRAL TO WIN	ACTUAL SERVICES PROVIDED																	
			HEALTH/MEDICAL	TRANSPORTATION	CHILD CARE	JOB COUNSELING	REFERRAL TO OTHER COMMUNITY RESOURCES	HOUSING	HOME/FINANCIAL MANAGEMENT	FAMILY PROBLEM COUNSELING	SKILL TRAINING	PLACEMENT IN JOB	HELP WITH APPEARANCE	ABE/ EDUCATION	PLACEMENT IN SWP SLOT	COUNSELING NOT OTHERWISE SPECIFIED	GATB	JOB REFERRAL	PSYCHOLOGICAL TESTING	OTHER	NO SERVICES
DISCHARGED BY EMPLOYER	1			1	1								1	1		1				1	
FAMILY PROBLEMS	3		1	3	3		1		1	1						1			1		
HEALTH PROBLEMS	3	1	1	1	1	1				1		1	1	1	1	2				1	
TRANSPORTATION PROBLEMS	1		1	1								1			1						
PREGNANCY	2		1	2	2								2		2						
FULL TIME SCHOOLING	1		1																		
DIDN'T WANT/ LIKE WORK	4		3	2	1							1	2		1	1	1			3	
OTHER	1																				1
D. K	1		1	1	1								1								
NONE/NO RESPONSE	4		2	1				1				1	1		1	1	1			2	
TOTAL	21	1	11	12	9	1	1	1	1	2	0	4	8	2	6	6	2	0	1	7	1

NOTE 2 THIS TABLE SHOWS DATA ON 21 TERMINATORS B CLIENTS FOR WHOM SERVICE SHEETS ARE AVAILABLE. MULTIPLE SERVICES PER CLIENT ARE COUNTED.

This section concentrates on the processes by which the counselor and coach plan for services to remove barriers. Tables 83 through 85 display data that compare:

- Services planned by counselor (counselor interview)
- Barriers perceived by counselor (counselor interview)

Tables 86 through 88 display data that compare:

- Services planned by coach (coach interview)
- Barriers perceived by coach (coach interview)

These six tables contain counts of barriers rather than counts of clients. A client may be represented in a table more than once. The tables measure the adequacy and effectiveness of service planning and demonstrate the E&D staff capacity to diagnose and plan for barrier removal.

Table 83 shows data on Terminators A ("without good cause"), the left column shows the count of barriers. For example, in cases of 10 barriers of transportation, transportation services were planned for 9, and there was no service planning for 1.

TABLE 93
IDENTIFICATION AND PLANNING FOR BARRIER REMOVAL (COUNSELORS)
(TERMINATORS A)

BARRIERS IDENTIFIED	TOTAL BARRIERS	SERVICES PLANNED													
		HEALTH/MEDICAL	TRANSPORTATION	CHILD CARE	JOB COUNSELING	REFERRAL TO OTHER SERVICES	HOUSING	HOME/FINANCIAL MANAGEMENT	FAMILY PROBLEM/ OTHER COUNSELING	SKILL TRAINING	PLACEMENT IN JOB	HELP WITH APPEARANCE	ABE/EDUCATION	PLACEMENT IN SWP SLOT	BARRIER NOT PLANNED FOR
EMOTIONAL PROBLEMS	3								2						1
WELFARE PAYMENTS	1								1						
HEALTH/MEDICAL	3	1				1									1
LOW I.Q., MENTAL RETARDATION	3										1				2
TRANSPORTATION	10		9												1
CHILD CARE	4			4											
FAMILY PROBLEMS	4								1					1	2
LACK OF WORK ORIENTATION	7				2				2		2			1	
LACK OF MOTIVATION	2								1						1
LACK OF CONFIDENCE	2								2						
SOCIAL PROBLEMS	2								2						
LACK OF SKILLS	15									1	1			6	7
LACK OF EXPERIENCE	4									1				3	
LACK OF EDUCATION	10												2	1	7
POOR APPEARANCE	4											4			
ALCOHOLISM	7								3						4
DRUG ADDICTION	1														1
AGE	2														2
POLICE RECORD	3								1						2

NOTE: THIS TABLE REPRESENTS RESPONSES FROM 35 CLIENTS OF THE TERMINATORS A GROUP

TABLE 84
IDENTIFICATION AND PLANNING FOR BARRIER REMOVAL (COUNSELORS)
(TERMINATORS B)

BARRIERS IDENTIFIED	TOTAL BARRIERS	SERVICES PLANNED									
		HEALTH/MEDICAL	TRANSPORTATION	CHILD CARE	FAMILY PROBLEM/ OTHER COUNSELING	SKILL TRAINING	PLACEMENT IN JOB	HELP WITH APPEARANCE	ABE/EDUCATION	PLACEMENT IN SWP SLOT	BARRIER NOT PLANNED FOR
EMOTIONAL PROBLEMS	4				1					1	2
WELFARE PAYMENTS	1						1				
COULDN'T FIND WORK	1						1				
HEALTH/MEDICAL	8	6					2				
LOW I.Q., MENTAL RETARDATION	1										1
TRANSPORTATION	14		11								3
CHILD CARE	12			12							
FAMILY PROBLEMS	2										2
LACK OF WORK ORIENTATION	1				1						
LACK OF MOTIVATION	4				3					1	
LACK OF CONFIDENCE	2				1						1
LACK OF SKILLS	6									2	4
LACK OF EXPERIENCE	2									2	
LACK OF EDUCATION	9								2		7
POOR APPEARANCE	6							4			2
ALCOHOLISM	3				1					1	1
DRUG ADDICTION	1										1
AGE	1										1
POLICE RECORD	1										1

NOTE: THIS TABLE REPRESENTS RESPONSES FROM 24 CLIENT CASES OF TERMINATORS B GROUP

In summary, Table 83 shows strong service planning in these areas:

- Transportation
- Child care
- Poor appearance
- Lack of work orientation

Service planning appears weak or nonexistent in these areas:

- Family problems
- Lack of education
- Alcoholism

Table 85 shows data on Completers. The left column shows the count of barriers. For example, in cases of nine barriers of health/medical care, health services were planned for two barriers, counseling was planned for one, job placement was planned for one, SWP placement was planned for one, and four barriers were not planned for.

In summary, Table 85 shows strong service planning in these areas:

- Transportation
- Child care
- Lack of work orientation
- Lack of confidence/motivation
- Poor appearance

TABLE 85
IDENTIFICATION AND PLANNING FOR BARRIER REMOVAL (COUNSELORS) (COMPLETERS)

BARRIERS IDENTIFIED	TOTAL BARRIERS	SERVICES PLANNED												
		HEALTH/MEDICAL	TRANSPORTATION	CHILD CARE	JOB COUNSELING	REFERRAL TO OTHER SERVICES	HOUSING	HOME/FINANCIAL MANAGEMENT	FAMILY PROBLEM/OTHER COUNSELING	PLACEMENT IN JOB	HELP WITH APPEARANCE	ABE/EDUCATION	PLACEMENT IN SWP SLOT	BARRIER NOT PLANNED FOR
EMOTIONAL PROBLEMS	4								1				1	2
WELFARE PAYMENTS	1													1
COULDN'T FIND WORK	2				1									1
HEALTH/MEDICAL	9	2							1	1			1	4
LOW I.Q., MENTAL RETARDATION	1													1
TRANSPORTATION	12		12											
CHILD CARE	13			12										1
FAMILY PROBLEMS	8								4					4
LACK OF WORK ORIENTATION*	5				2				1				2	
LACK OF MOTIVATION	2								2					
LACK OF CONFIDENCE	4								4					
HOUSING	4					1	2							1
LACK OF SKILLS	13												9	4
LACK OF EXPERIENCE	2												2	
LACK OF EDUCATION	11				1					1		3		6
POOR APPEARANCE	11								1		7			3
ALCOHOLISM	2								1					1
AGE	1													1
POLICE RECORD	1													1

*INCLUDES PERSON WITH "BAD REPUTATION"

NOTE: THIS TABLE REPRESENTS RESPONSES FOR 37 CLIENTS OF COMPLETERS GROUP

Service planning appears weak or nonexistent in these areas:

- Health/medical
- Family problems
- Lack of education

Tables 86 through 88 display data that compare:

- Services planned by coach (coach interview)
- Barriers perceived by coach (coach interview)

Table 86 shows data on barrier identification and service planning by the coach. The data are counts of barriers rather than clients. In general, the work of the coach indicates better barrier identification and service planning than that of the counselors.

In cases of 15 health/medical barriers, 14 were planned for with health services, and only 1 was not planned for.

Table 86 shows strong service planning in these areas:

- Health/medical
- Transportation
- Child care
- Emotional problems

There is weak service planning for these barriers, however:

- Lack of education
- Poor appearance

TABLE 86
SERVICE IDENTIFICATION AND PLANNING (COACHES)
(TERMINATORS A)

BARRIERS IDENTIFIED	TOTAL BARRIERS	SERVICES PLANNED													
		HEALTH/MEDICAL	TRANSPORTATION	CHILD CARE	JOB COUNSELING	REFERRAL TO OTHER SERVICES	HOUSING	HOME/FINANCIAL MANAGEMENT	FAMILY PROBLEM COUNSELING	SKILL TRAINING	PLACEMENT IN JOB	HELP WITH APPEARANCE	ABE/EDUCATION	PLACEMENT IN SWP SLOT	BARRIER NOT MET BY SERVICE
EMOTIONAL PROBLEMS	24					1			16		2			1	4
WELFARE PAYMENTS	4								1					1	2
COULDN'T FIND WORK	1													1	
HEALTH/MEDICAL	15	14													1
LOW I.Q., MENTAL RETARDATION	5	2				1					1				1
TRANSPORTATION	23		17								2				4
CHILD CARE	13			12					1						
FAMILY PROBLEMS	4					1	1		1						1
LACK OF DIRECTION	4				4										
LACK OF WORK ORIENTATION	7								2		1			4	
LACK OF MOTIVATION	4								2		1				1
LACK OF CONFIDENCE	4									3	1				
HOUSING	2						1								1
SOCIAL PROBLEMS	11								3		3		1	1	3
LACK OF SKILLS	13				1								1	11	
LACK OF EXPERIENCE	4								1		1			2	
LACK OF EDUCATION	13												4	1	8
POOR APPEARANCE	9								1		1	3			4
ALCOHOLISM	9	2							4						3
DRUG ADDICTION	1														1
AGE	3											1			2
POLICE RECORD	5											1			4

NOTE: THIS TABLE REPRESENTS RESPONSES OF 48 PERSONS IN THE TERMINATORS A GROUP

Table 87 shows data on barrier identification and service planning by the coach. The data are counts of barriers rather than clients and pertain to the Terminators B group.

In cases of 12 health/medical barriers, 11 were planned for with health services, and 1 was not planned for.

Table 87 shows strong service planning in these areas:

- Health/medical
- Transportation
- Child care
- Emotional problems

There is weak service planning in these areas, however:

- Lack of education

Table 88 shows data on barrier identification and service planning by the coach. The data are counts of barriers rather than clients and pertain to the Completers group.

In cases of 14 health/medical barriers, 10 were planned for with health services, in one case a referral was made to other community service.

TABLE 87
SERVICE IDENTIFICATION AND PLANNING (COACHES)
(TERMINATORS B)

BARRIERS IDENTIFIED	TOTALS	SERVICES PLANNED													
		HEALTH/MEDICAL	TRANSPORTATION	CHILD CARE	JOB COUNSELING	REFERRAL TO OTHER SERVICES	HOUSING	HOME/FINANCIAL MANAGEMENT	FAMILY PROBLEM COUNSEL'G/OTHER	SKILL TRAINING	PLACEMENT IN JOB	HELP WITH APPEARANCE	ABE/GAIB EDUCATION	PLACEMENT IN SWP SLOT	BARRIER NOT MET BY SERVICE
EMOTIONAL PROBLEMS	14			1		1			7		1				4
WELFARE PAYMENTS															
COULDN'T FIND WORK															
HEALTH/MEDICAL	12	11													1
LOW I.Q., MENTAL RETARDATION	3	1											1		1
TRANSPORTATION	19		19												
CHILD CARE	13			12		1									
FAMILY PROBLEMS	9			1		1		1	1		1			1	3
LACK OF DIRECTION	2												1	1	
LACK OF WORK ORIENTATION	4				2									2	
LACK OF MOTIVATION	3				1				1		1				
LACK OF CONFIDENCE	5								3		1				1
SOCIAL PROBLEMS	4								2						2
LACK OF SKILLS	9									1				8	
LACK OF EXPERIENCE	8										1			7	
LACK OF EDUCATION	13								1				4	8	
POOR APPEARANCE	4								1			1		2	
ALCOHOLISM	3								1		1			1	
DRUG ADDICTION	2													2	
AGE															
POLICE RECORD	2					1									1

NOTE: THIS TABLE REPRESENTS RESPONSES OF 29 PERSONS IN THE TERMINATORS B GROUP

TABLE 88

SERVICE IDENTIFICATION AND PLANNING (COACHES)
(COMPLETERS)

TOTAL BARRIERS	TOTAL	REFERRAL TO WIN	SERVICES PLANNED												
			HEALTH/MEDICAL	TRANSPORTATION	CHILD CARE	JOB COUNSELING	REFERRAL TO OTHER SERVICES	HOUSING	HOME/FINANCIAL MANAGEMENT	FAMILY PROBLEM COUNSELING	SKILL TRAINING	PLACEMENT IN JOB	HELP WITH APPEARANCE	ABE/EDUCATION	PLACEMENT IN SWP SLOT	BARRIER NOT MET BY SERVICE
EMOTIONAL	12		4							2		2				4
WELFARE PAYMENTS	1															1
COULDN'T FIND WORK	1														1	
HEALTH/MEDICAL	14		10				1									3
LOW I.Q., MENTAL RETARDATION	4															4
TRANSPORTATION	18			16			1									1
CHILD CARE	14				14											
FAMILY PROBLEMS	10		2				1		1	1		1				4
LACK OF WORK ORIENTATION	8									3					5	
LACK OF MOTIVATION	3									1					2	
LACK OF CONFIDENCE	1											1				
HOUSING	3						2	1								
SOCIAL PROBLEMS	3															3
LACK OF SKILLS	17						1					2			14	
LACK OF EXPERIENCE	7						1								5	1
LACK OF EDUCATION	18						1							6	1	10
POOR APPEARANCE	7	1								1			4			1
ALCOHOLISM	1								1							
DRUG ADDICTION	1						1									
AGE	2											1				1
POLICE RECORD	1						1									

NOTE: THIS TABLE REPRESENTS RESPONSES OF 47 PERSONS IN THE COMPLETERS GROUP

Table 88 shows strong service planning in these areas:

- Health/medical
- Transportation
- Child care
- Poor appearance
- Emotional problems

There is weak service planning in these, however:

- Lack of education
- Family problems

It is also necessary to compare Tables 86 through 88 on the intergroup differences in barrier occurrence. Between the Terminators group (A and B) and the Completers group, the frequency of barrier incidence is similar. Since both the Terminators A group and the Completers group contain 50 clients, comparisons can be made between those who failed the program and those who completed it. The Terminators A group has slightly more barriers in transportation (23) compared to the Completers (18). On lack of education, the Terminators A group has 13 barriers, compared to 18 for the Completers group.

There are differences in these barriers:

- Emotional problems
- Alcoholism
- Social problems

in that Terminators A ("without good cause") consistently have more barriers than the Completers group. These are precisely the barriers where service planning is weak. These barriers explain partially why the group has failed to complete the program. The higher incidence of these sociopsychological problems indicates that the program must intensify its job counseling, family counseling, and personal counseling efforts as it moves into an operational phase.

In summary, the analysis of barrier identification and service planning suggests that the coaches were able to match service to barrier more consistently than the counselors. Service planning appears strong for such barriers as:

- Transportation
- Child care
- Poor appearance
- Lack of work orientation

Service planning in the E&D program seems to be weak for such barriers as:

- Lack of education
- Family problems

The Terminators A group has more barriers of such types as:

- Social problems
- Emotional problems
- Alcoholism

These three barriers are also those areas in which service planning is weak.

The preceding analysis has led to several findings regarding barriers to employment and services designed to remove or ameliorate these barriers:

- A little over half of all clients say they do not have their most important barriers to employment removed or ameliorated.
- Although a great volume of different services is provided (3.5 average to entire group), such service delivery is not oriented toward the chief barrier to employment in 50% of Terminators and 30% of the Completers group (Table 79).
- Overall matching of barriers with service is strong on some problems and weak on others, particularly those related to psychological adjustment to responsible work.
- Service planning is better conducted by the coach than the counselor, but overall improvement is needed on services pertaining to emotional, family, and personal problems.

These findings appear to indicate strong points as well as serious deficiencies in the E&D service delivery system. These deficiencies can be summarized as the following:

- Inadequate and imprecise identification and diagnosis of clients' principal barriers to employment

- Inadequate service planning in terms of:
  - Inadequate matching of appropriate services to barriers of psychological problems
  - Untimely service provision (services are not provided early enough to prevent project termination).
- Inadequate coordination between the E&D staff (coach and counselor) and the SWP work site supervisor in barrier identification/service planning

These deficiencies in the structural and operational design of the E&D service system clearly identify the areas in which the E&D project must make improvements if its effectiveness and completion rate are to be improved.

F. CLIENT AND "PROJECT EXPERIENCE" DETERMINANTS OF PROJECT OUTCOMES

In this section, we will analyze project outcomes in terms of client and "project experience" variables considered jointly and in terms of their relative importance to project outcomes. Thus each salient variable will be ranked in order of its strength of relationship with project outcomes. In this way, it will be possible to identify the variables with the highest association with project outcomes and, furthermore, determine which are variables that can be modified through project experience. For example, client's sex and attitudes toward staff may have an equally strong relationship to outcomes. The project cannot change sex, but it can affect attitudes.

1. THE DETERMINANTS OF PROJECT OUTCOMES WILL BE RANKED BY COMPARING COMPLETERS WITH TERMINATORS A

Since the focus is on identifying the determinants of success and failure, the analysis will only compare Terminators A ("without good cause") and Completers. Terminators B ("with good cause") are excluded on the assumption that, barring chance events such as a client becoming pregnant, they would have been Completers or Terminators without good cause in the same proportion that these groups have to one another. Hence, nothing is lost by excluding Terminators B ("with good cause"). Rather, the analysis is simplified, and the determinants of success and failure stand out more clearly.

2. THE PEARSON CONTINGENCY COEFFICIENT IS THE MEASURE OF ASSOCIATION THAT WAS USED TO DETERMINE THE DEGREE OF ASSOCIATION BETWEEN SALIENT CLIENT AND PROJECT EXPERIENCE VARIABLES AND PROJECT OUTCOMES

The Pearson Contingency Coefficient "C" is a statistical measure that measures the degree of association, from an adjusted 0 to 1.0, between two variables.* It corresponds to a regression coefficient or product-moment correlation, except that it has several major advantages over these other correlation measures:

- It does not require assumptions of linearity between variables.
- It does not require an interval scale or assumption of 1.
- It does not require assumption of a normal distribution.
- It has higher power efficiency. (It has a higher probability of eliminating false hypotheses, i.e., false relationships between variables.)

Given these advantages, the Pearson Coefficient has been used to measure the strength of relationship or correlation between selected client demographic and project experience variables and project outcomes.

3. PEARSON CORRELATION ANALYSIS SHOWS THAT PROJECT OUTCOMES ARE STRONGLY DETERMINED BY ONLY FIVE KEY VARIABLES

Exhibit XXI, following this page, displays the rank ordering of client and project experience variables in terms of

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* For a description of this statistic, see Hubert M. Blalock, Social Statistics (N.Y., McGraw-Hill, 1960), pp. 225-232.

EXHIBIT XXI

Department of Employment Security
State of Vermont

RANK ORDER OF CLIENT CHARACTERISTICS AND PROJECT EXPERIENCE VARIABLES BY DEGREE OF CORRELATION WITH PROJECT OUTCOMES

VARIABLES	X^2 CHI SQUARE	SIGNIFICANCE LEVEL (<.20)	PEARSON C COEFFICIENT	VARIABLE RANK
Client Background Characteristics				
Less than high school graduate	1.96	.20	0.15	5
No personal income in last 12 months	1.64	.20	0.15	5
No family income in last 12 months	1.86	.20	0.18	4
No job in last 12 months	5.8	.02	0.30	1
Expected income in 3 years less than $125 per week	2.5	.20	0.21	3
Two or more barriers to employment	2.98	.10	0.28	2
Client Attitude/Motivation Toward WMC				
Would take job over welfare/vice versa	6.26	.20	0.54	2
Would take secure job with low pay over hard job with high risk of losing	7.44	.10	0.59	1
Would take job with poor pay and good security over job with good pay and high risk of losing/VV	0.36	NO	0.035	4
Move to get better job/Stay where you are with old job	4.0	.20	0.37	3
Reason for wanting to work: Increased income/All others	1.08	NO	0.07	5
Client's Project Experience				
Satisfaction in job slot/Not satisfied	3.60	.20	0.35	8
Satisfaction with supervisor/Not satisfied	7.63	.10	0.62	3
Satisfaction with co-workers/Not satisfied	3.50	.20	0.41	6
Conditions at site: Satisfied/Not satisfied	8.50	.10	0.67	1
FAP Staff respect for client: Satisfied/Not satisfied	8.42	.10	0.65	2
FAP Staff understanding problem: Satisfied/Not satisfied	4.88	.20	0.44	4
FAP Staff time spent with client: Satisfied/Not satisfied	4.32	.20	0.42	5
FAP Staff interest in client: Satisfied/Not satisfied	2.98	NO	0.28	8
Staff Perception of Client				
Clients making positive change in attitude/ Clients making negative or no change - supervisor	.49	NO	0.04	6
Clients making positive change in attitude/ Clients making negative or no change - coach	5.23	.20	0.28	3
Clients making positive change in attitude/ Clients making negative or no change - counselor	17.51	.05	0.90	1
Clients making positive change in motivation/ Clients making negative or no change - supervisor	1.41	NO	0.08	4
Clients making positive change in motivation/ Clients making negative or no change - coach	.62	NO	0.05	5
Clients making positive change in motivation/ Clients making negative or no change - counselor	13.49	.05	0.82	2

their strength of association (Pearson coefficient) with project outcomes.*

The rank ordering of client characteristic variables shows that the variable with the highest association to project outcomes is whether the client held a job in the last 12 months and, secondly, whether he has two or more barriers to employment. These are the two variables among the client's background characteristics that are the strongest determinants of project outcomes.

In the area of client attitudes and motivation the two variables with strongest association to project outcomes are: (1) client's willingness to take a job paying the same as welfare; and (2) client's willingness to take a secure job with low pay over a job with high pay but high risk of losing. The two variables seem to represent a strong attachment to work and aversion against welfare dependency and a high valuation of job security and stability. Both orientations are typical of the strongly work-motivated, security-conscious person.

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* In addition to each Pearson coefficient, chi square (X^2) values and significance levels are given to indicate the level of significance for that particular correlation. The Pearson coefficient has been calculated so that its possible range goes from 0 (no association) to 1.0 (perfect association).

In the areas of project experience, three variables stand out for their strong association with project outcomes: (1) client satisfaction with work conditions; (2) client satisfaction with the Employment Service staff; and (3) client satisfaction with his work site supervisor. All three are major facets of the client's project experience; their strong relationship with project outcomes bears out the theory that a client's perceived satisfaction with the people he works with and the conditions of his work are the key determinants of job success. Whether this orientation of the client is a factor that precedes or results from his project experience is uncertain.

Finally, in the area of staff-client relations and perceptions, one variable stands out in terms of the strength of its relationship to project outcomes: clients who made a positive change in attitude and motivation as perceived by the counselor. Despite the fact that the coach has probably greater contact with the client, it is the counselor's perceptions of client attitude and motivational change that is the best predictor of project outcomes. Theoretically, the counselor's assessment of whether a client makes much, little, or no desirable attitude and motivational change should be a fairly accurate indicator of project outcomes.

For the clients of this study, the counselor's perceptions of attitude and motivation were by far the highest predictors of project success or failure.

In summary, project outcomes seem to be strongly determined by only 5 variables:

- Client's employment status in 12 months prior to SWP
- Number of barriers client has prior to SWP
- Client's attitude and motivation toward work
- Client's satisfaction with:
  - Work conditions
  - Work site supervisor
  - FAP staff
- Client's making positive attitude and motivation change as perceived by counselor

The SWP project is powerless to change the first variable. The remaining variables, however, are well within the ability of the project to manipulate and affect. Thus they provide the levers for pushing the project to higher levels of success.

V. STUDY FINDINGS FROM THE SURVEY OF STAFF AND EMPLOYER PERCEPTIONS OF THE E&D PROJECT DESIGN AND OPERATIONS

As stated in the RFP, the primary purpose of the "operations analysis" survey was to provide E&D management with "uniform feedback from various levels of field staff and employers with regard to success and failure factors in operating guidelines, program goals, and the existing manpower and social service infrastructure." Specifically, the "operations analysis" survey was designed to systematically gather and report E&D and other agency staff and employer perceptions of:

- Aspects of program design and operations and service infrastructure that bear upon program success or failure
- Problems or limitations that impede greater success
- Desired alternatives and recommendations for program improvements

To obtain data for the above areas, we conducted in-depth interviews with:

- ES office managers
- E&D-involved counselors
- E&D-involved coaches
- E&D manpower specialists

- E&D-related program staff of other participating agencies
- SWP employers
- SWP work site supervisors

Through close association with the program and its clients these individuals possess key insights into essential aspects of program design, manpower, and social services infrastructure agency and employer practices and client interaction patterns as they relate to program success and failure. Their responses uncover those aspects of administrative procedures and institutional interaction that promote or inhibit project success and effectiveness. The results and responses obtained in the "operations analysis" survey are divided in this chapter into six sections:

- Program design
- Program administration and management
- Service integration
- Program evaluation and impact
- Employer relations
- Recommendations for improving the E&D program

A. PROGRAM DESIGN

To document staff perceptions of the design of the E&D project, we questioned DES staff and other agency staff regarding their understanding of the goals of the program as well as their perceptions of differences between E&D and other manpower programs. We also posed similar questions to employers and work site supervisors to test their understanding of program goals and design.

1. E&D PROGRAM GOALS ARE ADEQUATELY UNDERSTOOD BY MOST E&D STAFF MEMBERS

Staff perceptions of E&D program goals are shown in Table 89.

(1) The E&D Staff Have, for the Most Part, Accurate Perceptions of Program Goals

Table 89 shows responses of the E&D staff on program goals. The rank order of the four most frequently cited is:

- Permanent employment
- Provide work experience
- Decreasing welfare rolls
- Increased employability

Of the four elements, all but the third are accurate perceptions of program goals. Eleven staff persons cited "decreasing welfare rolls" as a program goal which is a legitimate goal for a program labeled "Research and Demonstration Project". Five staff members cited

Table 89

E&D Staff Responses on Program Goals

Goal	Local Office Manager	Counselor	Manpower Specialist	Coach	Non DES	Total
Permanent employment	4	4	3	3	9	23
Provide work experience	2	4	1	3	8	18
Provide training	0	1	0	2	2	5
Increased employability	0	4	0	1	3	8
Decreasing welfare rolls	2	0	3	3	3	11
Research	0	3	2	0	0	5
Intensive services	0	0	0	1	1	2
Service integration	1	0	0	0	1	2
Assistance of hard-core	0	0	0	2	3	5
Public relations for state administration	0	0	0	1	2	3
Create more jobs	0	0	0	0	1	1
Don't know	0	1	3	1	5	10
						93

Source: Staff interviews

"provide training." Thus there is some room for improvement in staff understanding of E&D project goals.

(2) Although E&D Staff Correctly Identified Program Goals, They Seemed Unable To Precisely Identify the Unique Features of the E&D Program When Comparing It With Other Manpower Programs

When asked to contrast the E&D project with other manpower programs, staff members further exhibited a failure to identify the unique features of the program. As shown in Table 90, responses varied greatly. The overall picture, however, is that staff members tend to view differences in E&D as increased quantity or intensity of services rather than a different approach to permanent employment.

The majority of E&D and other agency staff who perceived differences between the project and other manpower programs cited "more supportive services," "more flexibility in use of funds," and "more intensive followup" as principal differences. None perceived essential differences in subsidized employment, research requirements, service integration, or other program design aspects between E&D and such programs as WIN or EEA. Similarly, no

Table 90

E&D Staff Comparisons of Program With Other Manpower Programs

Difference	Local Office Manager	Counselor	Manpower Specialist	Coach	Other Agency	Total
More supportive services	3	3	0	4	3	13
More job development	1	0	0	0	0	1
More flexibility in the use of funds	4	1	0	0	3	8
More intensive counseling and follow-up	2	2	0	2	2	8
Subsidized employment	1	1	0	0	3	5
Service integration	0	1	0	0	0	1
90% funding of work slots	0	2	1	0	0	3
On-site work experience	0	2	0	0	0	2
Limit to public and nonprofit employers	0	0	0	1	1	2
Greater tailoring of slots to clients	0	1	0	0	3	4
Creaming	0	2	1	0	1	4
No difference	2	3	2	1	3	11
Don't know	0	0	1	1	8	10

one questioned considered the E&D program to be a different and innovative approach to attaining permanent employment for low-income heads of households.

Similarly, a significant number of staff from other agencies were unable to distinguish significant differences between E&D and other programs. More than one-third of the program and other agency staff could not distinguish significant differences between E&D and other manpower programs. Frequency of such responses ranged from a low of 20% among local office managers to highs of 44% among participating staff from other agencies and, surprisingly, 50% among DES manpower specialists.

2. EMPLOYERS AND WORK SITE SUPERVISORS VIEW THE GOALS OF E&D AS SIMILAR TO THOSE OF ALL MANPOWER PROGRAMS

When questioned regarding their perception of the goals of the E&D project, most employers and work site supervisors pointed to the employment and work experience aspects and thus correctly identified the program goals. Not all employers saw differences between the E&D program and other manpower development projects, however. As one employer stated, "Except for the money (90% subsidy), it's just like any of the other programs."

Thus employers, like program staff, seem able to correctly identify program goals but, when asked to differentiate E&D from other manpower programs, they fail to point out its unique features. This would seem to indicate a basic lack of understanding of E&D program design and operational content.

B. PROGRAM ADMINISTRATION AND MANAGEMENT

To obtain an assessment of the effectiveness of program administration and management, we questioned E&D and other agency staff in a number of different areas including:

- Local office objectives
- Program responsibilities
- Local and central office relations
- Slot development
- Internal program procedures

Responses indicated that E&D administration and management is considered adequate by staff members and superior to that of other manpower programs.

1. PERFORMANCE OBJECTIVES AND LOCAL RESPONSIBILITIES ARE CLEARLY UNDERSTOOD BY PROGRAM STAFF

Survey responses indicated that program staff are aware of the specific performance objectives established for their office as well as their individual responsibilities in working to achieve objectives. Objectives established for each office, however, are broad ones and are not broken down into specific, individual objectives for each functioning staff member.

(1) Performance Objectives Have Been Set for Local Office Managers and Are Understood By Them

Of the 10 office managers interviewed, 8 stated that the primary performance objective provided for them was the specific number of work slots to be developed. This performance objective was provided by the central office along with a description of the necessary program services, criteria for slot development, and funds available for program operation. The remaining 2 managers stated that no objectives were established for them and that they had established objectives within the specific program guidelines and available funds. Seven managers felt that the performance objectives were realistic; 1 considered his objectives unrealistic; and 2 had no response to the question.

(2) Local Office Staff Members Clearly Understand Their Individual Duties and Responsibilities, Although Interagency Coordination and Program Research Were Inadequately Understood

Table 91, illustrates office manager responses as to what they consider to be their major responsibilities. Although interagency coordination is mentioned only once and providing data for program evaluation is not mentioned at all, it appears that managers are aware of their essential responsibilities for program management at the local office level. Similarly, manpower specialists, counselors, and coaches understand their particular responsibilities and duties, although once again interagency coordination and data gathering are rarely mentioned. In addition, staff members rarely mentioned the responsibility for interacting with other staff members performing different functions in order to attain a degree of internal coordination that would benefit program operation and success.

Table 91

Office Manager Perceptions of Their Duties and Responsibilities

Responsibility	Frequency
Line supervision of E&D staff	7
Control of slot development	4
Monitoring of work slots and funds	5
Adherence to program guidelines	1
Space allocation for program staff	1
Renewals of E&D slot contracts	1
Coordination with other agencies	1

(3) Local Office Managers Feel That They Possess Adequate Authority to Carry Out Their Responsibilities

All of the managers interviewed felt that they possessed sufficient authority to carry out their responsibilities. A few qualified their positive response by citing specific areas in which they would like their authority broadened.

- Planning and slot allotment
- Approval of slot contracts
- Approval of training-related expenses

Six of the managers did not feel that more authority would improve the program; 3 felt that the program would be improved; and 1 did not know.

(4) Although a Significant Number of Staff Members Desire Greater Involvement in Planning and Policy Development, a Majority Feel That Clear Guidance and Direction Are Provided by the DES Central Office

Of the 10 office managers questioned, 6 stated that the central office provides clear guidance and direction for the E&D program. Of the 4 managers who disagreed, most cited constantly changing and conflicting policies forwarded from the central office as indications of a lack of clear guidance and direction. One manager stated that he had received two opposing answers to the same question from different central office staff on the same day.

Tables 92 and 93 show local office manager responses to additional questions concerning relations with the central office. It appears that in most areas local managers are satisfied with central office performance. In areas of circumventing manager authority over staff and in involvement in policy development, a significant number of managers are critical of the central office.

Table 92

Local Office Manager and Staff Responses to Questions Regarding Relations With Central Office

	Yes	No	Don't Know
Does central office exercise authority over local staff without going through you?	5	5	0
Do central office staff disrupt local operations?	0	10	0
Are guidance and directions for E&D from central office staff clear and consistent?	8	2	0
Do you receive the kind of information from central office that is helpful in operating the E&D program?	9	0	0
Does central office staff involve you sufficiently in developing E&D policy and guidelines?	5	5	0

Table 93

E&D Program Staff Responses to Questions Dealing With Central Office Relations

	Yes	No	Don't Know
Does central office provide clear guidance and direction?	15	7	4
Does the central office involve you sufficiently in the development of policy and guidelines?	7	17	3

Table 93 shows that, although most staff members feel that adequate guidance and direction are provided by the central office, 17 of 27 stated that they are insufficiently involved in the development of program policy and guidelines.

2. THE RESEARCH ASPECT OF E&D, AN INTEGRAL ELEMENT OF PROGRAM DESIGN, HAS ELICITED MIXED REACTIONS AMONG STAFF MEMBERS

Program research, a major element of all E&D programs, has been previously shown not to be considered a major program design element by program staff members. Few staff mentioned data gathering or other research activities as major program responsibilities. When they were mentioned, they were usually far down on the priority list, below the client-related activities of slot development, counseling, supportive services, and coaching.

(1) Most Staff Felt That the Research Aspect of E&D Did Not Interfere With Their Ability to Serve Clients

Only about 42% (16) of program management and staff felt that the research aspect of E&D interferes with their ability to serve clients. Although this is not a majority, it represents a significant minority viewpoint and indicates staff displeasure with extensive paper work and data-gathering activities.

(2) A Great Majority of Program Staff Felt That the Information Received From Central Office Was Helpful in Operating the E&D Program

Although many staff members have criticism for the research and paper work requirements, a great majority appreciate its value and consider feedback from the central office helpful in operating the E&D program at the local level. Of the staff questioned, 71% (27) classified information from the central office as helpful in program operation.

3. PROGRAM STAFF CONSIDERED THE TRAINING FOR E&D ADEQUATE WHEN COMPARED TO THAT OFFERED FOR THE ADMINISTRATION AND MANAGEMENT OF OTHER PROGRAMS

Of 38 program management and staff respondents, 74% considered E&D staff training adequate in comparison with that of other programs. While this assessment is subjective, it is encouraging to see that the E&D project was not implemented with a minimum of staff preparation but rather with adequate training for the new roles that ES staff had to take on in the E&D project.

4. PROGRAM OPERATING PROCEDURES ARE REGARDED AS SUPERIOR TO THOSE OF THE WIN PROGRAM

Local office managers and program staff were asked a number of questions regarding operating procedures for the E&D program. Areas covered included the following:

- Reporting
- Contracting
- Work- and training-related funds
- Subcontractor reimbursement
- Flexibility of funds and guidelines
- Enrollment and eligibility criteria
- Obstacles to placement
- Factors in program completion
- Client characteristics

Table 94 shows that respondents regard E&D procedures is superior to those of the WIN Program.

(1) The E&D Program Is Generally Rated Above WIN in the Areas of Reporting, Contracting, Work- and Training-Related Funds, and Subcontractor Reimbursement

As shown in Table 94, most E&D management and program staff rate the E&D program as superior to the WIN Program in the areas of reporting, contracting, work- and training-related funds, and subcontractor reimbursement.

- The plurality of respondents who judged E&D reporting superior often felt that E&D reporting was simpler with less reports and more usable feedback.
- The plurality of respondents who ranked E&D contracting superior pointed to the greater simplicity and the negotiation of individual work slot contracts as an advantage.
- The plurality of respondents judging E&D work- and training-related funds superior often cited greater flexibility in the use of funds than in WIN.
- The plurality of respondents who considered E&D subcontractor reimbursement superior pointed to greater speed in subcontractors' being reimbursed than in WIN.

(2) Program Staff Repeatedly Cited the Flexibility of Service Guidelines Provided by E&D As a Favorable Factor in Relation to Other Programs

Many local office managers and program staff considered one of the major benefits of the program to be the

Table 94

E&D Management and Staff Comparisons of Program Elements with the WIN Program

	Local Office Managers	Program Staff	Total
Reporting			
- E&D superior	4	8	12
- E&D inferior	3	4	7
- Same	2	8	10
- Don't know	1	7	8
Contracting			
- E&D superior	4	6	10
- E&D inferior	0	5	5
- Same	5	3	8
- Don't know	1	13	14
Work- and training related funds			
- E&D superior	4	13	17
- E&D inferior	1	8	9
- Same	5	2	7
- Don't know	0	4	4
Subcontractor reimbursement			
- E&D superior	1	10	11
- E&D inferior	2	0	2
- Same	1	3	4
- Don't know	6	14	20

flexibility of service guidelines and program funds in relation to what services could be provided and how funds could be expended. Program staff felt that E&D enabled them to truly develop individualized plans for program clients, limited only by service and slot availability.

(3) Official Criteria for Enrollment Are Broad and Are Supplemented by Counselors' Individual, Subjective Criteria

Program staff considered enrollment criteria extremely broad and cited only welfare eligibility and dependent children as specific eligibility conditions. A number of counselors mentioned that they augment these standards with certain subjective, judgmental criteria for enrollment, including opportunity for placement, motivation and desire to work, and current skill level, and certain rejection criteria, including lack of skills, extreme service needs, or extreme mental and physical problems. In this manner, counselors use their own judgment in screening potential clients for enrollment. Some "screening" undoubtedly occurs as a result of this process.

(4) DES Staff Approve of the Broad Eligibility Guidelines Enabling Them to Exercise Their Own Selection Factors

The ability to exercise their judgment in enrolling or rejecting prospective clients through broad eligibility guidelines is considered by program staff to be beneficial to the success of the E&D program. In their opinion, this enables them to increase the probability for eventual job placement, maintain excellent working relationships with employers, and ensure that the insufficient number of available work slots are filled by those who can best achieve success. When asked what changes they would like to see made to current eligibility criteria, 64% (7) of the counselors answered none. The remainder mentioned removal of the requirement for children and raising of the maximum income level, either by increasing the maximum level for welfare eligibility or by entirely eliminating the welfare eligibility criterion and substituting specific E&D income levels.

(5) Other Agency and Some DES Staff Argued That the Application of Individual Selection Factors Among DES Counselors Often Result in "Creaming"

Other agency staff, particularly from the Department of Social Welfare, felt that the broad eligibility criteria for E&D and the use of individual judgment by counselors often result in the enrollment of clients who need assistance much less than other eligible individuals. According to five other agency staff members, DES staff are overly concerned with statistics and success rates and lack sufficient client orientation. As a result, counselors often exercise "creaming" in order to "look good according to the numbers," as one caseworker mentioned. This belief was reinforced by two counselors and one manpower specialist, who stated during interviews that a prime difference between E&D and other programs was the allowance of counselor judgment in accepting highly motivated clients.

(6) Policy Regarding the Type of Client to Be Served By E&D Is Felt to Have Changed Over the Period of Program Operations

Program and other agency staff members have noted that, since inception of the E&D program, policy regarding the type of client being served has shifted from an emphasis on serving the hard-core, disadvantaged job seeker without regard to his chances for placement to an emphasis on maximizing the probability of placement success. Due to the lack of specificity in enrollment criteria, each local office and each counselor are given great independence in determining who to serve. Counselors have pointed out that, since a good placement and completion ratio is essential to program success, it is quite natural to give enrollment preference to those persons with better skills and less problems. On the other hand, staff of participating agencies like DSW criticize DES staff for not serving those people who most need services. Solution to this problem might require the provision of more specific enrollment guidelines by the central office to eliminate the confusion and extensive "creaming" by program staff.

(7) DES Staff Considered Client Attitude Toward Work A Greater Obstacle to Placement Than Employer Attitudes Toward Welfare Clients, Although Other Agency Staff Disagreed

Of the 38 DES staff members interviewed, 61% (23) considered client attitude toward work a greater obstacle to placement than employer attitudes regarding clients. Other agency staff, particularly the DSW workers, saw obstacles from a different perspective. They pointed to failure among employers to accept the E&D client as a potential full-time employee as a major weakness of the program. Many of them also criticized DES staff for catering to employers at the expense of current and potential clients.

(8) Client Motivation and Attitude Toward Work Is Considered the Most Important Factor in Successful Program Completion

When asked to rank nine program attributes in terms of their importance to successful program completion, as shown in Table 95, E&D staff members ranked client motivation and attitude toward work as the most important. Of the factors closely associated with the E&D program, including counseling, work site supervisor, supportive services, on-site co-workers, and suitability of placement only the last was ranked as a substantial factor. The remainder trailed behind nonprogram-related factors.

Table 95

DES Staff Ranking of Factors in Terms of Importance to Program Completion

Factor	Rank
Skill level	6
Counseling by E&D staff	5
Work site supervisor	4
Client motivation and attitude toward work	1
On-site co-workers	8
Prevailing public attitude toward clients	9
Suitability of placement	2
Client's outside personal problems	3
Ability to provide support services	7

(9) When Describing the Typical E&D Client and the Most Appropriate E&D Client, DES Staff Indicate a Preference for Better Skilled, More Highly Motivated Individuals

As can be seen in Table 96, significant differences exist between E&D staff perceptions of the typical and most appropriate client. The typical client suffers from serious employability and emotional problems. He possesses low skills and education and requires intensive supportive services. He only rarely exhibits the motivation and desire to work. Conversely, the most appropriate E&D client, although usually poorly skilled and educated, often is highly motivated and desirous of work. At times, he is even job-ready or almost job-ready and only requires placement in a job.

Table 96

E&D Staff Description of Typical and Most Appropriate Program Client

Description of Typical E&D Client	Frequency
Welfare recipient	17
Low education	14
Low skill level	12
Employment barriers	14
Emotional and motivational problems	11
Need for intensive supportive services	7
Hard-core unemployed	5
Physical handicap(s)	2
Motivated to work	2
Description of Most Appropriate E&D Client	
Motivation and desire to work	11
Low skilled	11
Hard core	11
Low education	10
Welfare recipient	7
Some skills	4
Working poor	2
Job-ready or almost so	2

Clearly it can be demonstrated that most appropriate E&D clients are on a higher level of job readiness than typical clients. As one respondent put it, the most appropriate E&D clients "have to be job ready in the area of aptitude. We should aim at the hard-core who want to work." Or, as another stated, "The group most in need is not always appropriate due to numerous barriers to employment. We can't do much for them." Responses such as these make a pretty good case for concluding that the E&D program often does not serve the people who have the most severe problems.

5. PROGRAM STAFF FEEL THAT RESOURCES PROVIDED ARE GENERALLY ADEQUATE, BUT SOME SUGGEST DIFFERENT PROCEDURES FOR SERVICE DELIVERY

In response to questions dealing with program resources, program staff considered resources adequate to meet current client needs with certain exceptions. Many encountered difficulty with the current service delivery mechanisms and cited inadequate coordination between DES and other agencies (DSW, 4C, Vocational Rehabilitation) as the prime factor causing such difficulty.

(1) A Great Majority of Program Staff Regard Time, Support From Other Staff, and Services Available From DES and Other Agencies as Sufficient to Serve Client Needs

As shown in Table 97, a large majority of program staff consider these resources as adequate to serve client needs.

Table 97

Program Staff Responses to Adequacy of Certain Program Resources

Program Resource	Sufficient	Insufficient	Don't Know
Time	15	8	0
Support from other staff	21	5	0
Services available from DES	21	4	1
Services available from other agencies	18	6	2

(2) The Current Average Case Load in Most Offices Is Well Within the Ideal Case Load Projected by DES Staff

Current active E&D case loads in DES local offices average 40 clients, which is slightly below the ideal active case load average of 45 clients. This could be one factor in the generally affirmative response among program staff on the adequacy of program resources.

(3) A Large Majority of Respondents Favor the Expansion of E&D Slots

Because of the reasonably low number of case loads and the current adequacy of staff resources, most program staff members are receptive to the expansion of E&D slot availability. Of the 36 respondents, 28 stated that they would take at least a few additional slots, and 22 stated that they would accept many more slots. Dissenters cited inability to develop slots with employers rather than inadequate program resources as the prime factor in their negative response.

(4) Inadequate Resources Hindering Successful Client Completion Include Transportation, Housing, Child Care, and Funds for Emergency Expenses

As shown in Table 98, program staff consider transportation and housing as the major resource needs of the E&D program. These resource deficiencies were mentioned in 57% and 40% of the staff responses. Other service inadequacies include child care, emergency funds, and family counseling. Other agency staff members, particularly DSW, point to service inadequacies in areas of counseling, client orientation, and agency coordination that hinder successful completion.

Table 98

Service Needs Not Satisfied by E&D Program That Hinder Successful Client Completion

Service	Frequency
Transportation	16
Housing	11
Emergency funds and services	8
Child care	5
Family counseling	4
Health and medical services	3
Clothing	1
Don't know	2
None	5

(5) Overall, DES Staff Feels That Adequate Emphasis Is Placed Upon Supportive Services

Of the 38 staff respondents, 10 feel that too much emphasis is placed upon supportive services by the E&D program; 10 feel that too little emphasis is given to such services; and 15 feel that the current emphasis upon supportive services is adequate and should neither be increased nor decreased.

(6) E&D Staff Were Evenly Divided on the Question of Whether All Supportive Services by DES Would be More Effective Than the Current Arrangement

When asked whether they believed that it would be more effective for DES to provide all supportive services directly without utilizing other agencies, 18 answered yes and 18 answered no. Many of those who responded in the affirmative stated that, although certain services could be more effectively provided by other agencies, the lack of efficiency in current coordinating arrangements between DES and other agencies was resulting in a failure to deliver regular and emergency services in an adequate manner. Those answering in the negative maintained that DES does not possess the necessary expertise to provide all required services adequately. A number of staff members suggested that DES and other agency staff members form a team or teams co-located so as to combine the skills of each agency with the greater coordination effected by working together in a team concept.

(7) Particular Emphasis Is Placed Upon the Delivery of Emergency Services

Many staff members were critical of current service delivery arrangements for their adverse effect upon the provision of emergency services to program clients. Since delivery of emergency services is a major factor in achieving successful client completion, it is essential that they be provided quickly and efficiently. For this reason, 60% of program staff feel that DES, because of its direct pipeline to the program client through the coach, is in the best position to provide emergency supportive services.

6. PROGRAM STAFF, PARTICULARLY MANPOWER SPECIALISTS, CONSIDER E&D SLOT DEVELOPMENT SUCCESSFUL BUT POINT TO A NUMBER OF DIFFICULTIES AND POTENTIAL IMPROVEMENTS

Among the most essential elements in determining program success is the capability of E&D staff to sell the program concept to local public and nonprofit employers and develop the required number and kind of special work slots to satisfy client and funding requirements. In evaluating the success of the slot development effort, program staff, particularly manpower specialists, point to the fact that developed slots have indeed met project targets. Other staff members, however, argue that slots are often provided in response to employers' desire for essentially free labor, are often for "dead end" jobs with no skill development or advancement potential, and often do not lead to ultimate placement when the period of subsidy expires.

(1) DES Staff Overwhelmingly Feel That Job Slots Developed Provide Opportunity for Advancement Although Other Agency Staff Often Disagree

Of 26 E&D staff responses, including counselors, coaches, and manpower specialists, 73% (19) stated their belief that developed job slots provide opportunity for advancement. Manpower specialists were unanimous in affirming that advancement potential exists, but they often qualified their positive response. As one put it, "On the average, there's a chance for advancement."

A number of staff members of other agencies, however, dispute the advancement potential of those job slots. In assessing major program weaknesses, more than one-third cited the poor quality and "dead end" nature of most slots.

(2) Disparity Exists Between Ideal and Practical Emphasis Upon Client Preferences in Developing Slots

When E&D program and management staff were asked to state *ideally* what emphasis should be given to client preferences in developing work slots, more than half stated a great deal, and almost all stated that at least some emphasis should be given to such preferences. We then asked them to state in practical terms what emphasis could actually be given. As shown in Table 99, the results are vastly different. Only 19% of program staff state that a great deal of emphasis can be given, and only 58% mention that even some should be given. Clearly, the realities of slot development often run counter to the ideal situation. This is further emphasized in the fact that more than half of the program staff interviewed feel that choices cannot be provided to clients within existing public and private nonprofit jobs.

Table 99

Program Staff Responses to Influence of Client Preferences on Special Work Slot Development

	Great	Some	Little	None
Ideally, what emphasis should be given to client preferences and desires in developing job slots?	19	13	2	2
Practically, what emphasis can be given to client preferences and desires in developing job slots?	7	14	12	3

	Yes	No	Don't Know
Can choices regarding job opportunities be provided to low-income, unemployed clients within existing public and private non-profit jobs?	22	24	1

(3) The Individualized Approach to Slot Development Is Thought to Have Substantial Advantages Over the Pool Approach

Manpower specialists were asked to compare the individualized approach to slot development to the bulk or pool approach. Almost all stressed a preference for the individualized approach as a better means for ensuring client and employer satisfaction and maximizing the probability for completion. It was noted, however, that in the pool approach the matching of client and job is the responsibility of the program counselors.

(4) The Availability of 90% Employer Reimbursement Is Considered the Major Benefit to E&D Slot Development

Program staff were almost unanimous in pointing to the 90% employer reimbursement as the prime factor in the success of the slot development effort. As one manpower specialist put it, "It gives them free labor for six months. They'd be fools if they didn't take advantage."

(5) The Current State of the Economy and Restriction to the Public and Nonprofit Sectors Are Considered To Be Major Obstacles to Slot Development Success

Economic conditions were thought to restrict employers' ability to provide full-time, unsubsidized jobs at the end of the subsidy period and also to maintain the job market in a highly competitive state to the detriment of the typical E&D client. Many program staff feel that by restricting the program work slots to the public and nonprofit sectors, the largest market for potential work slots was being ignored, namely the private, profit sector. They believe that private employers would be receptive to the E&D program concept and would ultimately be a greater source of unsubsidized placements following the subsidy period.

(6) Almost All Respondents Feel That New, Subsidized Jobs Should Be Created

Of the 36 E&D management and program staff queried, 32 state that additional, subsidized job slots should be created. Many point to more success in developing slots for E&D programs than for other manpower programs as evidence that the program is a viable one, at least in the area of slot development.

C. SERVICE INTEGRATION

A major goal of the E&D project is the effective integration of service delivery mechanisms among public agencies to ensure the prompt, efficient, and successful provision of essential supportive services to program clients.

- DES would provide employment services including vocational counseling, slot development, coaching, job development, follow-up, and follow-through
- DSW would provide necessary social services including family care, counseling, and financial planning
- VR would provide needed health and medical services
- 4-C would provide child care services

Mechanisms were established for prompt referral and delivery of such services by each agency. Experience has shown, however, that effective integration and service delivery has not achieved the degree of efficiency and effectiveness envisioned.

1. THOUGH FORMAL AGREEMENTS AND MECHANISMS HAVE BEEN ESTABLISHED, MANY INTER-AGENCY TRANSACTIONS ARE PERFORMED ON AN INFORMAL BASIS

Although a formal system for service referral and delivery has been implemented through the use of the Service Requisition (SERREQ) Form, many DES and other agency staff state that services are not provided in a timely manner and often not at all. Staff cite numerous breakdowns in the formal referral mechanism as well as slowness in the provision of services by other agency staff. This slowness in the delivery of services is revealed in Table 89, following this page. It appears that neither DSW nor VR give priority to serving E&D clients. Most staff members from these agencies do not feel that E&D clients should receive service priority. None of the other agencies appears to have reallocated staff to deal with E&D clients, according to most respondents. Thus, E&D clients are treated as part of the normal case load of these other agencies and must usually wait their turn to be served.

In dealing with immediate and critical service needs, DES and other agency staff have often resorted to the use of informal procedures such as phone calls and favors to secure services promptly in order to maintain client participation in the E&D program.

2. OTHER AGENCY STAFF INDICATE SIGNIFICANT OPPORTUNITIES FOR IMPROVEMENT IN INTER-AGENCY COORDINATION AND SERVICE DELIVERY ACTIVITIES

Though a majority of other agency staff members expressed satisfaction with the E&D program and its service delivery mechanisms, a significant number found substantial fault with inter-agency coordination and the provision of services.

(1) Half of the Staff Members Considered the Information Provided by DES To Enable Prompt Service Delivery Inadequate, While One-Third Consider DES Feedback on the Results of Service Delivery Unsatisfactory

Survey responses indicate that the established referral, delivery, and feedback mechanism designed to provide clients with needed services quickly and effectively may not be performing at optimum efficiency. Such breakdowns in the delivery mechanism often lead to client termination and limit the effectiveness of the E&D program.

(2) Approximately One-Third Regarded the Lead Time Provided Them by DES To Arrange and Supply Services as Too Short

Emergency service needs, a major element of necessary E&D supportive services, is primarily responsible for this situation. Often needs arise which must be met immediately in order for the client to remain in the program.

Current service delivery mechanisms are often inadequate to satisfy the need in a timely manner, resulting in client termination. Other agencies may not be equipped to deal with such immediate service needs without circumventing their normal procedures or assigning separate staff complements to deal exclusively with E&D clients.

(4) Most Other Agency Staff Indicate That They Perform Their Own Follow-Up on E&D Clients Receiving Services

Other agencies follow-up on E&D clients as a standard procedure following their delivery of services. However, a number of staff members complain that DES does not provide adequate information on client status to other agencies.

3. MOST PROGRAM STAFF INDICATE THE NEED FOR IMPROVED PROCEDURES FOR SERVICE DELIVERY

Both DES and other agency staff members recognize that improved procedures for service delivery are necessary. Many clients are not being adequately served, and the completion rate

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for the E&D program often suffers. A number of suggestions have been offered to improve the service delivery mechanism.

- Adaptation of a team concept for E&D program clients to include DES, VR, 4-C and DSW staff members working closely together to supply a total package of program services and give clients necessary priorities
- Additional staff for other agencies so that some may be assigned exclusively to serving E&D clients
- Greater coordination between DES and other agencies through the improvement in the E&D referral and delivery system or through possible colocation of all staffs within a central facility

Any refinement in such a mechanism should be accompanied by a firm commitment on the part of all participating agencies to work closely together to ensure adequate service and program success.

D. PROGRAM EVALUATION AND IMPACT

In order to adequately gauge staff evaluation of the E&D program, we asked DES and other agency staff members a number of questions dealing directly and indirectly with their impressions of the program's success and applicability for adequately serving program clients. Questions dealt with a number of broad areas including:

- Program evaluation
- Internal program impact
- External program impact
- Impact upon clients
- Program strengths
- Program weaknesses
- Desired improvements

Responses indicate that, though essential operating problems do exist, most staff members consider the program to be a viable and effective method for dealing with the employment and service problems of eligible clients.

1. THE E&D PROGRAM IS COMPARED FAVORABLY WITH OTHER PROGRAMS IN MOST AREAS AND RANKS NEAR THE TOP IN EFFECTIVENESS FOR SERVING LOW INCOME, UNEMPLOYED CLIENTS

Local office managers and E&D staff members were asked to rate the program against other programs in a number of functional areas and in total against other manpower programs. Though allowances should be made for the possible lack of familiarity among E&D staff members with other programs, the results do point to a favorable evaluation of the program's success and capability.

Table 100, following this page, summarizes manager and staff ranking of nine manpower programs in terms of their effectiveness for helping low income, unemployed clients. Local Office managers consider E&D as the most effective, while program staff rank it second to WIN OJT. When rankings are combined, the E&D program emerges as the second most effective program, just behind WIN OJT.

(1) E&D Program Performance is Evaluated As Equal or Superior to Other Programs in All Program Components Except Skill Training and Placement

Program management and staff were asked to compare essential elements of the E&D program against similar components of other manpower programs. The results are summarized in Table 101 following this page. Though a significant number of persons fail to distinguish differences between E&D and other program elements, those who do, rate E&D more effective in most functional components.

Table 100

DES Staff Rankings of Effectiveness of Manpower Programs for Helping Low Income, Unemployed Clients

Program	Local Office Manager	E&D Staff	Combined
Job Corps	9	9	9
MDTA	4	3	3
JOPS	3	4	4
NAB/JOBS	8	6	8
WIN OJT	2	1	1
WIN Basic Education	7	8	7
E&D Special Works	1	2	2
WIN Work Experience	6	5	5
Emergency Employment Act	5	7	6

Table 101

DES Staff Comparisons of E&D Components Against Other Manpower Programs

Program Component	More Effective	Less Effective	Same	Don't Know
Assessment	12	1	18	6
Counseling	12	2	18	5
Coaching services	14	2	16	5
Training related expenses	22	5	4	6
Skill training	6	16	8	7
Enrichment	14	9	7	7
Child care	14	2	17	4
Transportation	18	3	13	3
VR-medical and dental	9	4	19	5
Job development	12	2	18	5
Follow-up during participation	21	1	11	4
Follow-through after placement	16	1	15	5

Only in skill training, which is not an element of the E&D program, and in placement, are other programs rated more effective.

(2) The E&D Program is Judged to be the Most Appropriate Program to Serve Hardcore, Unemployed Clients

A number of questions were asked of program and other agency staff relating to the appropriateness and effectiveness of program design characteristics in serving hardcore, unemployed clients. Responses are summarized in Table 102, following this page. Most staff associated with the E&D program consider it to be an appropriate program for serving hardcore, unemployed clients.

- 73% of respondents believe that using public service jobs to get welfare clients into permanent jobs is sound manpower strategy
- All DES office managers feel that the present E&D program design is an effective mechanism for placing clients into public service jobs
- 91% of respondents believe that the E&D project is benefitting the client
- 81% of other agency staff responding feel that the E&D project is at least as effective as other manpower programs in preparing and placing clients in permanent employment

Table 102

Survey Responses on Evaluation of Program Design and Effectiveness

		Survey Response		
Question		Yes	No	Don't Know
1.	Is E&D the most appropriate manpower program for serving the typical client? (asked of DES counselors, coaches, and manpower specialists)	20	7	0
2.	Is the use of public service jobs to get welfare clients into permanent employment a sound manpower strategy? (asked of DES managers, counselors, coaches, and manpower specialists, and other agency personnel)	43	12	4
3.	Is the present E&D program design and structure an effective mechanism for placing clients into public service jobs? (asked of DES local office managers)	10	0	0
4.	Do you feel that E&D project is benefitting the client? (asked of other agency staff)	20	2	0

		More Effective	Less Effective	Same	Don't Know
5.	Compared to other manpower programs, how effective is the E&D program in preparing and placing low income unemployed in permanent employment? (asked of other agency staff)	7	3	6	6

2. THE E&D PROGRAM IS THOUGHT TO HAVE HAD A FAVORABLE IMPACT UPON CLIENTS, EMPLOYERS, AND OTHER AGENCIES

E&D staff members believe that program impact will be manifested in improved DES image with clients, employers, and other agencies, improved coordination and working relations among public services agencies, and key benefits to program clients in terms of experience, services and employment.

(1) Program Staff Feel That the Image of DES Has Improved Significantly Among Clients, Employers, And Other Agencies

When E&D staff and DES managers were asked whether the program had improved the image of DES among clients, employers, and other agencies, the majority felt that in each case, the DES image had been improved.

- 57% feel that the DES image has improved among clients as a result of the program while no one feels that the program has had a negative effect
- 43% feel that the DES image has improved among employers while only 13% feel that the program has had a negative effect
- 41% feel that the DES image has improved among other agencies while only 5% feel that the program has had a negative effect

Thus, many DES staff state that the E&D program has been beneficial from a public relations standpoint as well as in terms of providing needed services to place unemployed, low-income clients in jobs.

(2) Though Service Integration Has Not Been Achieved to the Extent Envisioned by Program Goals, Improvements in Inter-Agency Relations and Coordination Have Been Realized

Many DES and other agency staff, though critical of the failure to achieve a smoothly integrated service delivery system, point to recent improvements in service delivery as evidence of improved interagency relations and coordination. Clients currently receive services more quickly and efficiently through the development of cooperative personal and working relationships among agency staffs. As one DSW staff member put it, "We're beginning to understand each other's problems and work more closely."

3. THE PROVISION OF EXPERIENCE IN A WORK SITUATION AND INTENSIVE SUPPORTIVE SERVICES ARE CONSIDERED TO BE THE MAJOR STRENGTHS OF THE E&D PROGRAM

When asked to describe the aspects of the E&D program which were most effective, as shown in Table 103, following this page, DES and other agency staff most frequently cited the provisions of work experience and intensive supportive services.

Table 103

Staff Responses to Most Effective Elements of the E&D Program

Program Element	Frequency
Work experience	26
Supportive services	24
Counseling and follow-up	15
Job placement	9
Employer subsidy	11
Financial assistance to clients	7
Program flexibility	3
Development of client motivation	3
Increased family stability	1

Other elements receiving considerable support included counseling and follow-up, employer subsidies, and job placement. The latter element, along with increased family stability are considered primary goals of the E&D program. Their failure to be more extensively cited as a program strength indicates either that goals are not adequately understood or that the program is simply not achieving its goals.

4. FAILURE TO PLACE CLIENTS FOLLOWING PROGRAM COMPLETION, INADEQUATE SUPPORTIVE SERVICES, AND FAILURE TO INVOLVE THE PROFIT SECTOR ARE AMONG MAJOR WEAKNESSES IDENTIFIED BY PROGRAM STAFF

Table 104, following this page, presents the frequency of program and other agency staff responses regarding major E&D

program weaknesses. Such weaknesses hit at the heart of staff criticisms of program inadequacies.

- Failure to place clients in permanent jobs-- Program and other agency staff cite the failure of employers to hire clients following completion of the program. Reasons cited for this include employee dissatisfaction with clients as well as budget limitations prohibiting public employers from picking up the wages of clients when they are no longer subsidized. The capability of DES staff to find other jobs for E&D clients has not fully taken up the slack due to employer resistance to hiring welfare recipients and a loose labor market.

Table 104

Major Staff Responses Regarding
Major Program Weaknesses

Program Weakness	Frequency
Failure to place clients in permanent jobs	25
Inadequate supportive services	17
Poor counseling and assessment	9
Failure to involve private sector	11
Client loss of benefits--financial disincentives	8
Lack of sufficient client orientation	7
Overabundance of paperwork	6
Poor coordination between DES, other agencies, and employers	6
Inadequate staff	6
Inadequate slot development	5

- Inadequate supportive services--Though intensive supportive services was cited as a major program strength, other staff members also cited it as a major weakness. Service weaknesses include inadequate transportation, housing, training related expenses, as well as the failure of the service integration concept to adequately satisfy emergency service needs.

- Failure to involve the profit sector--Program staff feel that the extension of slot development to private, profit-making employers will greatly increase the program's capability to develop work slots, provide a wide variety of opportunity, and increase the program's job placement potential.

In recommending changes to the E&D program, program and other agency staff specify the following:

- Extension of program to include private, profit-making employers

- Provision of more funds for increased staff and slot development

- Improvement of service integration to better deliver emergency and other services

- Removal of financial disincentives to encourage greater client participation

- Improvement of supportive services in areas of transportation, housing, and training related expenses

- Development of greater client orientation among program staff

- Institution of requirement for employer commitment to hire as a condition for slot development

These improvements will enable the E&D program to more effectively achieve its goals of improvement in the lives of welfare recipients.

5. IN SPITE OF WEAKNESSES PROGRAM STAFF OVERWHELMINGLY RECOMMEND THE ADOPTION OF THE E&D PROGRAM BY OTHER STATES

When E&D and other agency staff members were asked whether they would recommend that other states adopt the E&D program, 80% answered yes. Many qualified their affirmative responses by specifying that substantial improvements be made in certain areas. But most were firmly behind the program as an effective means for placing welfare recipients into permanent employment.

E. EMPLOYER RELATIONS

To document employer reaction to the E&D program, we questioned participating employers and work-site supervisors in a number of areas related to program experience. These areas include:

- Reason for participation
- Exposure to manpower programs
- Standards for employability
- Client assessment
- Contracting and administrative procedures
- DES Support
- Program evaluation

Responses indicate that employers are generally satisfied with the E&D program, though occasionally for reasons not associated with program goals.

1. MOST EMPLOYERS INTERVIEWED PARTICIPATE IN THE E&D PROGRAM DUE TO THE AVAILABILITY OF ESSENTIALLY FREE LABOR TO SATISFY UNMET WORK NEEDS

Of the 43 employers interviewed, 63% (27) stated that a major reason for program participation is to enable them to fill employment gaps and relieve heavy workloads with essentially free labor that they could not ordinarily afford. Other factors leading employers to provide work slots include:

- Provide work experience and training for the unemployed
- Expand employer's service capability (e.g., hospital employer)
- Receipt of greater subsidies than from other programs
- Assist the disadvantaged

However, each of these responses was mentioned far less than the most frequent factor, free labor.

2. EMPLOYERS AND WORK-SITE SUPERVISORS EXPRESSED PRIMARILY SATISFACTION WITH THE RESULTS OF THE E&D PROGRAM

The majority of employers and work-site supervisors expressed satisfaction with the results of the E&D program. Satisfaction was most prevalent among those employers and supervisors who had experienced acceptable results with program clients. Those who had been dissatisfied with referred clients often criticized the program and DES staff for poor screening and inadequate on the job support services.

(1) Most Employers and Supervisors Feel That Public Service Jobs Is a Good Approach to Get Welfare Clients Into Permanent Employment

Of those interviewed, 74% of employers and work-site supervisors feel that the concept of public service jobs is a sound approach to get welfare clients into permanent employment. Most cited the aspects of work experience in a job situation, building of self-confidence and self-respect, and the ultimate client removal from the welfare rolls as positive aspects of the concepts. Many qualified their support by specifying that clients must possess sufficient motivation and aptitude in order to succeed in the program. Without these elements, said some, the program is a waste of time for clients as well as employers. In additon, 75% of employers and supervisors stated their belief that the E&D program is effective in preparing clients for permanent, unsubsidized employment.

(2) Almost All Respondents Believe That the E&D Program Is Beneficial to Its Clients

Most commonly mentioned benefits include:

- Work experience and training
- Motivation and self-esteem
- Counseling
- Permanent employment
- Supportive services

Those employers and supervisors who feel that the program is not beneficial cite poorly motivated trainees, inadequate training, and insufficient services as primary reasons.

(3) Major Benefits to Employers Include Low Cost Labor, Service Expansion, and the Relief of Heavy Workloads

The capability of employers to expand their work forces and service capability at no cost to them is indeed the major factor in securing their participation. Rarely did employers mention the social value of their program participation in terms of assisting disadvantaged people and providing opportunities.

3. CONTRACTING PROCEDURES WERE VIEWED AS NOT BURDENSOME, BUT DELAYS IN PROCESSING AND REIMBURSEMENT OF TEN CREATED OPERATING DIFFICULTIES

Those employers who found contracting and administrative procedures burdensome often had never before participated in a manpower program. Those with other experience in manpower programs feel that contracting procedures are not burdensome and that DES support in the contracting process was satisfactory. However, many employers noted that delays in processing work slot contracts and in reimbursing contractors often resulted in significant operating difficulties. A few employers stated that delays in referring clients to fill slots caused by tardy contract processing caused them to cancel special arrangements made to provide services to clients. On the whole, however, employers were satisfied with administrative procedures of the E&D program.

4. WHILE A MAJORITY OF EMPLOYERS WERE SATISFIED WITH SUPPORT AND SERVICES PROVIDED BY E&D STAFF, MANY FOUND DEFICIENCIES IN COMMUNICATIONS AND ASSISTANCE IN DEALING WITH CLIENT PROBLEMS

A number of employers complained that they received insufficient explanations regarding program policies and guidelines. Such inadequate program orientation often resulted in failure by employers to fully understand the nature of the program and its basic requirements. A few employers also mentioned the failure of their trainees to receive adequate counseling, coaching, and supportive services from E&D staff, though the great majority were satisfied with the client services aspect. The failure to receive essential support from E&D staff alienated a number of employers who felt that they had been "sold a bill of goods" by the E&D manpower specialist.

5. MANY WORK-SITE SUPERVISORS LACK THE DESIRE AND ABILITY TO DEAL EFFECTIVELY WITH THE PERSONAL PROBLEMS OF E&D CLIENTS PREFERRING TO CONCENTRATE THEIR EFFORTS ON WORK-RELATED PROBLEMS

Most supervisors feel that they should concentrate their efforts in dealing with the work-related problems of the E&D client. Though many are sympathetic to the family and personal problems of the client, they believe that they are not equipped to handle these problems effectively. This, they feel, is the responsibility of the E&D program coach. Most supervisors believe that they and coaches should work together more closely to better deal with client problems. Regular meetings and information exchanges are thought to be the best means of assisting clients to make a successful transition to the world of work.

F. RECOMMENDATIONS FOR IMPROVING THE E&D PROGRAM

Our analysis of survey responses and understanding of the goals, design elements, and current operation of the E&D program indicate that the program is indeed a viable and effective means of placing unemployed, disadvantaged persons into full-time, unsubsidized employment. However, substantial improvements in program design and implementation must still be realized in order to maximize the level of operating efficiency and program impact. The following section details our recommendations for essential program improvements which, in our view, will achieve these goals.

1. A FIRMER DEFINITION OF PROGRAM GOALS IS REQUIRED

Many staff members express frustration at the continual alterations in program goals and areas of emphasis. Such changes are not adequately communicated to staff members as they occur and many are uncertain as to what are current policies. The need exists for the central office to reexamine and evaluate the program and its various elements. The effective elements should be retained in their present form while ineffective ones should be reformulated or discarded. General agreement should then be reached on program goals, and the ultimate program design should fit those goals. Once this process has been completed, implementations should begin again with the development of local capability to administer and operate the program. Intensive training should be provided to program staff in order to instill a firm understanding of program goals, elements, and procedures.

2. CLIENT ENROLLMENT CRITERIA SHOULD BE MORE SPECIFICALLY DEFINED

The current broad definition of client enrollment criteria results in substantial confusion and independent interpretation on the part of program counselors. Each counselor exercises his own judgment in applying enrollment criteria based upon:

- Understanding of program goals
- Orientation to clients or employers

Some emphasize the achievement of permanent employment and the satisfaction of employer's needs and desires through enrollment of only those clients with high probability for placement. Others focus upon employability development as a prime goal of the program and tend to enrole hardcore only. Clearly, what is needed are more specific criteria for program enrollment tied directly to a redefinition of program goals and objectives. Such criteria need not be defined in terms of absolute eligibility factors, but rather in terms of assigning priorities to certain target groups. In this manner, program enrollment will become more uniform and closely associated with program goals.

3. CONSIDERATION SHOULD ALSO BE GIVEN TO SETTING UP DIFFERENT PROGRAM CHANNELS ACCORDING TO A CLIENT'S JOB-READINESS

Our analysis of the E&D project has shown that there is a tendency to "cream". Nonetheless, hardcore unemployed also participate, though they tend to cluster heavily in the project failure category. There may be merit in making a more thorough assessment of clients at intake and using this to classify them into three categories:

- Job-ready and immediately placeable
- Job placement potential with medium level of service and support requirements
- Long-term potential with extensive service and support requirements

Clients from each category could be channeled into different "project experiences" according to their respective needs and potentials. This type of arrangement would provide a basis for optimal allocation of services and other project resources rather than the current practice of spreading services and resources to all virtually regardless of need and job readiness. The latter design tends to create undesirable situations of Parkinsons law of services--where they are available, a need will be found for them.

4. CHANGES IN PROGRAM DESIGN SHOULD INCLUDE EXTENSION OF EMPLOYER COVERAGE TO THE PROFIT SECTOR

Broadening program scope by including private, profit-making employers would expand the market for development of special works job slots as well as provide a greater variety of opportunities for program clients. E&D staff, particularly manpower specialists, complain that restriction of slot development activity to the public and nonprofit sector severly restricts the capability for slot development. Further, they feel that profit-making employers would be more able to hire clients following completion of the program due to more flexible payrolls and less restrictive hiring policies. They do admit, however, that selling the program to the profit sector would be more difficult due to employer resistance to manpower programs and aversion to taking on welfare recipients in any capacity. We feel that, in spite of these difficulties, expansion of program caverage to profit-making employers should be carried out.

5. A COMMITMENT TO HIRE SUCCESSFUL CLIENTS SHOULD BE MADE PART OF SWP CONTRACTS

A major drawback of the E&D program is the failure of employers to hire clients following completion of the subsidized work experience period. Employers often cite lack of funds, lack of client capability, and shortness of the subsidy period as reasons for their rejection. We feel that without some sort of hiring guarantee the program will continue to suffer placement difficulties while employers receive cheap labor with "no strings attached". Some form of hiring commitment should be incorporated into the program structure.*

- Firm employer promise to hire clients who successfully slots as in OJT contracts
- Gradual reduction in the amount of the subsidy over a period beyond the full subsidy
- Greater flexibility in the length of the subsidy period combined with a hiring commitment when employer and counselor agree client is capable of joining the regular work force

In this manner, the need for additional job development after project completion will be minimized, program success rates will be increased, and manpower specialists can concentrate their efforts on developing work slots for new E&D clients.

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*Such a commitment is now being included in most SWP contracts.

6. LOCAL STAFF SHOULD BE GIVEN GREATER INVOLVEMENT IN PROGRAM PLANNING AND THE ESTABLISHMENT OF PERFORMANCE OBJECTIVES

No program can be totally successful at the local level and attain the necessary staff understanding and commitment unless such local staff play a role in the program planning. The nature of E&D as a demonstration project with limited funds dictated that program design and funds allocation be established at the state level. However, it is hoped that in the future more involvement will be given to local staff in setting objectives, developing working arrangements with other agencies, and adapting the program design to meet conditions at the local level.

7. SERVICE INTEGRATION SHOULD BE SUBSTANTIALLY IMPROVED THROUGH CLOSER WORKING RELATIONSHIPS AMONG COOPERATING AGENCIES, NEGOTIATION OF SERVICE PRIORITY FOR CLIENTS, AND IMPROVEMENTS IN ADMINISTRATIVE PROCEDURES

The development of closer working relationships among DES and other agency staff members might involve the expansion of the EDT concept to include service delivery specialists from each agency whose responsibility would be to supply or secure needed services for clients on a regular and emergency basis. Another possibility is the location of all staff involved in the E&D program in a central facility, as is currently done in Morrisville.

Short of other agency staff commitment, negotiations should be initiated immediately to secure service priority for E&D clients from participating social services agencies. Other agencies should then inform their staff in specific procedural terms to ensure that priority service is adequately complemented. The deliver of required services in a prompt and efficient manner is essential for ensuring continued client participation in the program. Without such service priority, termination rates will continue at a high level and program success will not be maximized.

At the very least, administrative procedures for securing needed services should be altered to improve the speed and efficiency of delivery. One possibility is the giving of identification cards to E&D clients and the distribution of copies of client records to all participating agencies. If a client requred emergency services, he need only contact the particular agency, identify himself as enrolled in the program, and receive the service. This would eliminate the need to funnel all service requests through the DES counselor and possbly add to the speed of service delivery.

8. WORK SLOTS WHICH DO NOT PROVIDE CLIENTS WITH USEFUL EXPERIENCE, SKILL ENHANCEMENT, AND OPPORTUNITY FOR ADVANCEMENT SHOULD NOT BE ACCEPTED

Based upon staff responses and observations of our field staff during Survey A, we feel that many work slots do not provide clients with suitable experience or opportunity for advancement. Such slots defeat the purpose of the program in failing to enhance employability and lead to full time employment. A policy decision should be made that work slots must conform to certain suitability guidelines in order to provide adequate work experience and skill enhancement. Manpower specialists then should be instructed to develop only those slots which meet these guidelines.

Until these essential changes are made creating a well integrated service delivery network, arrangements should be made to enable DES staff members to provide emergency services directly including those services ordinarily provided through regular channels by other agencies. This can be thought of as an interim step, however, until sufficient coordination is achieved to enable better equipped agencies to provide services to meet such emergency needs.

9. AS CASELOADS ARE INCREASED, DES SHOULD INSURE THAT ADEQUATE STAFF ARE COMMITTED SOLELY TO SERVE E&D CLIENTS

The effectiveness of the E&D program is dependent to a large extent upon the depth and intensity of services provided to clients by capable and dedicated program staff. It should be realized that as the program grows, proportionate growth in staff commitment is required to maintain caseloads at a workable level and maintain the level of client services. Currently, 84% of DES staff members assigned to the program also have responsibilities in other facets of DES activities. As caseloads expand, it would be beneficial if staff were freed from other responsibilities in order to be available to provide E&D clients necessary services.

It must also be realized that the operation of a manpower program dealing entirely with low-skilled, disadvantaged clients requires skills and orientation different from those required in the mainstream of DES operations. Staff members should not be assigned to the program unless they possess the motivation, desire, and skills to provide clients with necessary services.

APPENDIX (1)

DESCRIPTION OF STATISTICAL TESTS

Statistical computations used here rely upon both (a) parametric measures and (b) nonparametric measures. Parametric measures were used to determine the margin of variance due to sampling fluctuation. Nonparametric measures were used primarily to determine the likelihood that differences between the 3 groups of post-project clients could have been due to chance.

1. PARAMETRIC MEASURES

Sampling error may be computed by the following formula and is based on assumptions of a normal parametric distribution.

$$S = C\sqrt{\frac{n_i\ p_i\ q_i}{n^2} \cdot \frac{(N-n)}{(N-1)}}$$

Where
C = level of confidence
S = sampling error at .95 level
n = sample size
N = size of universe
P = proportion of characteristic in ith stratum
$q = 1 - p$
$\frac{N - n}{N - 1}$ = finite population correction factor

This formula is a parametric measure that requires certain assumptions on the normality of variable distribution.

APPENDIX (2)

Tests for the pre-project group as well as the three groups of the post-project sample were based on the formula for proportions of a simple random sample:

$$S = C\sqrt{\frac{P\ Q}{n}}$$

For the termination groups, the finite population correction factor was computed into the formula since the sample size is greater than 5% of the total universe.

In order to illustrate sampling error, computations were carried out on selected variables for the pre-project clients, the post-project clients, and the 3 termination groups. For example, on the variable of sex distribution, tests indicated the following:

- For the post-project group as a total, sampling error on male/female distribution is 2.2% at the 95% confidence level.
- For the pre-project group as a total, sampling error on sex distribution is 3.0% at the 95% confidence level.
- For pre/post comparison tables, the sampling error at the 95% confidence level is ± 5.2%.

In other words, in interpreting a table of data in which pre- and post-project groups are compared on a dichotomous variable, a difference greater than ± 5.2% is required in order to infer that the difference is not merely due to sampling fluctuation.

Sampling error for the 3 termination groups on sex distribution are:

- For Category A, sampling error is ± 3.0% at 95% level
- For Category B, sampling error is ± 7.7% at 95% level
- For Category C, sampling error is ± 2.8% at 95% level

In some cases, a mean scale with an interval variable is used for comparisons of differences between pre- and post-project groups. For example, in Exhibit XI, error for these data displays is based upon the formula for standard error of a stratified sample, namely:

$$S_{\bar{X}} \text{ (stratified)} = \sqrt{\frac{\sum n_i o_i^2}{n^2}}$$

Where S = standard error of the mean
n_i = sample size in ith stratum
O_i = standard deviation for variable in populations in ith stratum
n = total sample size

For example, using data from Exhibit XI on the statement "Work should be the most important part of a person's life," the sampling error was computed:

- For the post-project group, the mean sampling error was ±.14 at the 95% level for a single group.

In other words, for comparisons on the mean values of scales, a difference of approximately ± .28 is needed before the analyst can infer that a difference is not due to sampling fluctuation.

2. NONPARAMETRIC MEASURES

In almost all cases in the text, nonparametric statistics were employed to test differences between the pre- and post-group and within the post-group. Nonparametric statistics measure the likelihood of between-group differences without an assumption of normality. Nonparametric statistics, in general, have less power-efficiency than parametrics, but the following can be noted:

- The X^2 test is suitable for testing differences on nominal categories when the size of groups is 30 or greater.
- On the Kolmogorov-Smirnov two-sample test

- When compared with the t-test, the Kolmogorov-Smirnov test has high power-efficiency (about 96 per cent) for small samples (Dixon, 1954). It would seem that as the sample size increases the power-efficiency would tend to decrease slightly.

- The Kolmogorov-Smirnov test seems to be more powerful in all cases than either the X^2 test or the median test.

. On the friedman two-way analysis of variance

- Friedman has reported the results of 56 independent analyses of data which were suitable for analysis by the parametric F test and which were analyzed by both that test and by the nonparametric (Friedman) X_r2 test. The results give a good idea of the efficiency of the X_r2 test as compared to the most powerful k-sample parametric test (under these conditions): the F test.

The basic source on the nonparametric tests is Sidney Siegel

NonParametric Statistics in the Social Sciences, New York, 1956.